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TASK FORCE ON PUBLIC VIOLENCE AGAINST WOMEN AND CHILDREN.

FINAL REPORT
March 1984.

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Police Occurrence Statistics on Crimes of Public Violence against Women and Children in Metropolitan Toronto: 1982

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TASK FORCE ON PUBLIC VIOLENCE AGAINST WOMEN AND CHILDREN

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Inspector Jean Boyd
Austin Cooper, Q.C.
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Mary Hall
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Marliana Sniderman
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EXECUTIVE SUMMARY

Introduction

During the summer of 1982, Metropolitan Toronto was stunned by a number of brutal rapes and murders. Many, and particularly women, felt unsafe on our streets. In addition, several shocking attacks occurred in public places on young children.

In response to these events, and the public concern and outrage they spawned, Metropolitan Chairman Paul Godfrey requested the Metropolitan Toronto Board of Commissioners of Police to establish a Task Force to examine issues related to public violence.

The Process

In August, 1982, the Task Force on Public Violence against Women and Children was established - with three members. June Rowlands, Norm Gardner and I then set about the task of finding people with the expertise, the interest and the time to study the ever growing list of issues, and to bring forward practical, workable recommendations. Eventually, some 18 such persons volunteered their skills. At the same time, the Terms of Reference, sketchy at first, were being refined to a great degree as a result of the expertise of Stephanie Perry, of Chairman Godfrey's office, and Rosanna Scotti, Co-Ordinator, Multicultural Relations for Metro Toronto. I thank them both, not only for their clear and insightful analysis of the mandate of the Task Force, but also for the ongoing support and direction they have lent to us all during the course of the preparation and finalization of this report. I must also recognize the effort, patience and expertise of Stephen Watt, who first volunteered to "lend a hand" and has since become the Task Force's Co-Ordinator, undertaking the enormous task of coordinating 6 Working Groups, with over 70 volunteer members, and the work of the Task Force itself, the 3 rounds of public meetings held by the Task Force, and the finalization of this report.

The suggested Terms of Reference were then taken to the public, in a series of public meetings held in October, 1982. It was the goal of the Task Force to ensure that it looked at all aspects of the many issues touching on the causes, impact and possible solutions to public violence against the particularly vulnerable of our community.

The Task Force heard from women's groups, from instructors of self-defence, from workers in shelters for assaulted women, from women working with immigrant women, and many others.

As a result of this input, the Terms of Reference were further refined as follows:

1. An assessment of existing and emerging services available and additional services required to assist women and children who are victims of random physical and sexual violence in terms of immediate crisis counselling and long term support of the victim and the family. This will include identification of funding resources and training needs of personnel in these services.

2. A review of the current and potential use of the broad range of crime prevention programs available through the Metropolitan Toronto Police Force and an examination of ways in which to broaden community participation in crime prevention activities;

3. An assessment of the effectiveness of the criminal justice system in deterring public violence against women and children including the prosecution of offenders, and the role of corrections, probation and parole systems;

4. An analysis of ways and means to design and improve urban physical environments for increased safety;

5. An analysis of the social environment with special emphasis on the impact of advertising and pornography on the incidence of public violence against women and children.

6. A review of the available self-protection programs designed to decrease vulnerability at the personal, neighbourhood and community level.

7. A review of existing research and literature on violent crime involving individual women and child victims; an analysis of crime statistics of violence against women and children based on geographic, demographic and socio-economic factors which may indicate trends and patterns; and ways in which these crimes are reported and recorded including an assessment of deficiencies in current methods;

8. A review of current and potential public education initiatives aimed at increasing personal safety and preventing public violence against women and children;

9. Consultation with the Metropolitan Police Force on deployment of police personnel as a deterrent to public violence against women and children and on the role of Police in responding to women and children who are victims of violence.

These were assigned to 6 Working Committees: **Pornography and Advertising,** chaired by Doris Anderson; **Support Services to Victims** chaired by Psychiatrist Dr. Gail Erlick Robinson; **Policing,** chaired by Criminologist Birthe Jorgenson; **The Criminal Justice System,** chaired by Assistant Crown Attorney Mary Hall; **Urban Design,** chaired by Land Use Planner John Bousfield; and **Public Education,** originally chaired by Dr. Pat Kincaid of the Toronto Board of Education, and, more recently, by Pat Marshall of the Y.W.C.A. Other members of the Task Force served on each of these Working Committees and still more volunteers were asked to serve to add expertise in specific areas to undertake research and to represent the persons, groups and institutions who would be affected by the Task Force recommendations. Many of these volunteers I haven't met, but I thank each one - the meetings were frequent and long, the issues hotly debated, but the reports and recommendations following simply would not have happened without them.

The Preliminary Report

The Task Force produced a Preliminary Report, which was released in July, 1983. It took the format of six separate reports with recommendations from each of the Working Committees. In that draft report, as in this final report, each sub-committee report was written within the context of the Terms of Reference assigned to it. For example, although the Criminal Justice report and recommendations strongly urges the reporting of every violent or sexual assault against women or children to the police, the Support Services for Victims report recognizes that this is not now every victim's choice or potential. Accordingly, that Working Committee's report deals mainly with support to the victim, while recognizing that the assault is a criminal act, and ensuring that a victim who chooses to report the crime to the police is aided and supported in that choice.

This draft report was subject to two more rounds of public hearings; the first, in August, 1982 consisted of educational sessions held in each of the constituent municipalities of Metropolitan Toronto. The second, and final, round of public hearings was held in September, 1983, to seek comments from individuals, agencies and institutions who were interested in, or affected by, the recommendations of the draft report. In addition, copies of the draft report were sent to all institutions and levels of government which will have responsibility or involvement in implementing the recommendations of the Task Force: many responded with comments.

All comments, suggestions and criticism from individuals, community organizations, support services and government, have been reviewed by the relevant Working Committee and by the Task Force as a whole. Some revisions have been made to almost all the Working Committee reports, in response to these comments; one report was completely rewritten.

In addition, the format of the draft report was such that some contradictions or redundancies occurred in various Working Committee recommendations: these have been integrated and consolidated. In particular, extensive work has been done by the Support Services and Public Education sub-committees to integrate and streamline their very similar recommendations in the draft report for advisory boards and co-ordinators.

Conclusion

There has been public discussion on the issues addressed, public education on the facts involved, and public input on the recommendations which follow. We believe, therefore, that this report represents public consensus on the issues and on the solutions.

The issues are of enormous magnitude, and interwoven. The following report is the result of a direct attack on these difficult and emotional issues, and provides practical recommendations that can, and must, be implemented.

Metro Toronto is basically a safe environment for all its citizens, but brutal crimes can and do happen. The Task Force has undertaken a tremendous effort, but must have the understanding and commitment of the media, the community, the police and criminal justice system, social agencies and various levels of government to finalize the work it has begun.

EXECUTIVE SUMMARY

Recommendations By Sector of Responsibility

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LEGEND

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Pornography and Sex-Stereotyping	Porn
Policing	Pol.
Criminal Justice	C.J.
Urban Design	U.D.
Public Education	P Ed.

MUNICIPAL

A) DEPARTMENT OF COMMUNITY SERVICES (METROPOLITAN TORONTO)

That funding for the Rape Crisis Centre be increased to a level adequate to provide for the programs of the Centre. Such things as comfortable surroundings will make it easier for a woman to seek out this type of support service. S.S.28

To facilitate the crisis intervention aspect of their work, it is important for the Rape Crisis Centre to have staff who have expertise in dealing with immigrant women. Extra funding would be required for this. S.S.29

That a Metropolitan Toronto Committee on Violence against Women and Children be established, which would function, in part, to facilitate and support existing and future support services, including specific emphasis on the immigrant women population. S.S.31

That a Metropolitan Toronto Committee on Violence against Women and Children provide for communication between and co-operation between service providors and assist in the development of essential services. S.S.32

That a Metropolitan Toronto Committee on Violence against Women and Children be established to address ongoing work in the area of public education, support services and law reform. A detailed report on the Committee will be forwarded to Metropolitan Council for its approval. (For a list of suggested issues to be dealt with by the Committee, refer to P Ed. 10)

B) METROPOLITAN TORONTO PLANNING DEPARTMENT

The Metropolitan Toronto Planning Department and the Metropolitan Toronto Police Force should establish a joint working group to determine the data which should be recorded relating violent assaults to physical conditions in public places. A system for reporting, data storage and retrieval, and periodic review should be devised. U.D.1

In each area municipality, a working group should be established to review systematically the conditions at each surface and subway stop. The reviews should encompass pedestrian routes to such stops from large apartment clusters, universities, colleges, hospitals and other centres of employment or study for women. Later it can be extended along other streets, the priorities dictated by the results of the new system of recording the locations of attacks.

The working groups should include representatives of the T.T.C., the local hydro commission, public works, and planning departments. Their findings and recommendations for improvements in the placement of traffic stops, the surface approaches to subway stations, sidewalk locations, levels of street illumination, landscaping and lighting along school and park frontages, and other aspects of street safety can be forwarded to the appropriate civic department or public agency having jurisdiction. U.D.2

MUNICIPAL

B) METROPOLITAN TORONTO PLANNING DEPARTMENT

The design principles aimed at promoting increased safety in neighbourhood design, and in parking garages, malls, surface parking areas and other common use areas on private properties should be drawn to the attention of urban design groups in each municipality, in an effort to encourage the inclusion of crime prevention considerations in the planning approval process. U.D.3

It is suggested that the data collected on violent assaults which take place in garages and other semi-public places be made available to the Apartment Group of the Urban Development Institute for dissemination to the members, their architects and building superintendents. As well, the urban design sections in each local municipal planning department should maintain close liaison with the Apartment Group to ensure that their recommendations aimed at increasing security will be feasible and effective in operating terms. U.D. 3

C) LOCAL MUNICIPALITIES

The Municipal Act should be amended to enable municipalities to regulate effectively with respect to pornographic material, as defined in this report. PORN 8

D) METROPOLITAN CHAIRMAN'S COMMITTEE ON CHILD SEXUAL ABUSE

We recommend that a protocol be developed to deal with adult female victims of sexual assault, to be developed through consultations between the appropriate personnel of MTPF, Crown Attorney's, hospitals and support services for female victims of sexual assault. This protocol should constitute the basis for the Sexual Assault Response Procedure of the MTPF. POL 30

E) METROPOLITAN COUNCIL

The Municipal Act should be amended to enable municipalities to regulate effectively with respect to pornographic material, as defined in this report. PORN 8

That Metro Council (provide and) press the provincial and federal governments to provide funding specifically for the education programs of facilities such as rape crisis centres, women's counselling and referral centres. P.E. 11

That a Metropolitan Toronto Committee on Violence against Women and Children be established that can address ongoing work in the area of public education as well as in support services and law reform. A detailed report on the Committee will be forwarded to Metropolitan Council for its approval (for a list of suggested issues to be dealt with the the Committee, refer to P Ed. 10).

MUNICIPAL

E) METROPOLITAN TORONTO COUNCIL

That a Metropolitan Toronto Committee on Violence against Women and Children be established, which would function, in part, to facilitate and support existing and future support services, including specific emphasis on the immigrant woman population. S.S. 31

That a Metropolitan Toronto Committee on Violence against women and children provide for communication between, and co-operation and development of, essential services. S.S.32

F) METROPOLITAN TORONTO POLICE FORCE

The fact that emergency number 911 may be dialed free of charge should be emphasized in the advertising of this number. S.S.1

There must be facilities at police headquarters i.e. 911 for foreign language callers. Furthermore, immigrant communities should be educated via such things as public service announcements on MTV or ethnic language radio broadcasts as to the use of this number for crises such as sexual assault. S.S.2

Drivers in the Cabs on Patrol program should be educated as to where they should take women in need of assistance following an assault. This information could be incorporated into the training program these drivers receive. S.S.5

Educational programs be carried out via the media to inform women of the possibility of flagging down such cabs for assistance and transportation to a treatment centre. S.S.6

The training at the police college be strengthened to emphasize not only the taking of evidence from a sexual assault victim, but also the sexual assault trauma syndrome. S.S.8

The officers who offer initial assistance to the victim of assault should make it clear to her that she may contact a friend, family member or rape crisis worker to be with her during the questioning and to accompany her to a treatment centre. The woman should also be informed that, if she wishes, every effort will be made to have a female constable take her evidence. S.S.9

Ongoing training should continue to be carried out in the individual police districts. We would recommend a yearly update to refresh the information of older officers and inform newer officers. S.S.10

Specialized sexual assault investigations teams should be constituted. Although these teams may not necessarily include a female constable, the assaulted women should have the option of seeing a female officer. S.S.11

MUNICIPAL

F) METROPOLITAN TORONTO POLICE FORCE

The sexual assault kit currently provided from the Attorney-General's office via the Police Department should be updated, where necessary to conform to the new sexual assault legislation. S.S.13

The hospital should not insist that the client call the police, but should offer her this opportunity. The woman would be examined and treated even if the police were not called. It is recommended that the sexual assault kit be used for all examinations in order to retain her option of deciding to call the police. The woman would have the right to refuse any part of the formal evidence collection that she found to be unacceptable to her. Evidence gathered from women not involving the police at the time of examination, should be properly stored in the hospital for a reasonable length of time. S.S.20

That a Metropolitan Toronto Committee on Violence against Women and Children provide for communication between, and co-ordination and development of essential services. S.S.32

Crime prevention must be made a higher priority of the MTPF. POL 1

A publicity campaign should be launched by the MTPF to increase public awareness of MTPF crime prevention programmes and to increase community participation in these programs. POL 2

As a follow-up to the publicity campaign, we recommend that the MTPF encourage the media to alert the community to crime problems and crime prevention techniques in order to ensure continued support for MTPF crime prevention programmes. POL 3

The MTPF should continue to update their pamphlets, brochures and other materials distributed to the public. This should be done in consultation with the community to be served, in order to ensure recognition of its needs. POL 4

The MTPF should establish a co-ordinated program for development and distribution of public education materials on crime prevention programmes and community safety issues. POL 5

The MTPF should identify needs and initiate contact with vulnerable groups, including residential, industrial, and business communities. The MTPF should develop co-ordinated programmes directed specifically at the needs of these groups, and initiate delivery of such programmes. POL 6

Specific to the safety of children, the MTPF should continue to co-operate with community related programmes dealing with child safety. We also recommend that the MTPF enhance its current safety programmes which deal with traffic and personal safety, by continuing to develop programs directed specifically at child safety needs. POL 7

MUNICIPAL

F) METROPOLITAN TORONTO POLICE FORCE

The MTPF should supplement the initial training of the generalist constable with courses emphasizing crime prevention methods and victim needs. POL 8

The Crime Prevention Officer's training course should be made available not only to all Crime Prevention Officers, but also to all Zone Commanders within the Force. We also recommended that Crime Prevention Officers and Zone Commanders be responsible for training of generalist constables in crime prevention techniques. POL 9

Crime prevention training should be built into all in-service training courses. POL 10

It is important to have capable officers with an interest to serve as Crime Prevention Officers and those Officers interested in this area should be encouraged to enter this vital, proactive role. It is recognized that this type of work takes time to develop in the way of contacts and expertise and this expertise should be given strong consideration in view of promotion. POL 11

In order to attract and keep the calibre of Officer required to introduce Crime Prevention programmes to the communities, the Crime Prevention Officer's position should be recognized by giving it equal status with that of the Community Service Officer within the Force. POL 12

All aspects of the Community Education programmes must be available to non-English speaking communities, including liaison with agencies or groups that serve those communities. POL 13

Police officers should each be issued with business cards containing their name and their telephone number at the police stations where they can be reached. These should be available to be left with members of the public where appropriate. POL 14

To enhance a positive and human interaction with the public uniformed officers should be required to wear name tags as well as numbers on their uniforms. POL 15

The civilian station duty personnel hired should be hired with an eye to their interpersonal skills, as well as their organizational and administrative skills. They should be trained to emphasize the community relations function of their work. POL 16

Increased liaison must be established between police officers and front line support services staff to familiarize staff of the support agencies with the procedures actually followed by the police in dealing with incidents of public violence. This would equip support service workers to assist victims through the police procedures and court bureaucracy. In addition, the police would be sensitized to the needs of victims, and become knowledgeable about support services available to them. POL 17

MUNICIPAL

F) METROPOLITAN TORONTO POLICE FORCE

Each police officer should be issued a referral card for his/her use listing available social services within the community. A short synopsis of the nature of the service offered should be included. Telephone numbers of the services should be provided to victims (according to prior agreement with the individual services) whenever appropriate. A Routine Order should be drafted and released by MTPF to ensure the consistent and proper use of these referral cards. POL 18

Police officers should receive additional training to sensitize them to the special needs of women and child victims of violence on the street. POL 19

These concerns should be made available immediately at the C.O. Bick College. These topics should also be made available to the generalist constable in each station in the form of video presentations. POL 20

Subjects covered should include:

Purpose of Crime Prevention
Training the Generalist Constable
Target Hardening
Victim Assistance
Problem Identification
Problem Solving
Planning Programs
Social and Support Services Available
Crisis Intervention
Policing a Multi-Racial & Multicultural Community
Use of Media
Effective Presentations
Communications
Senior Citizens as Victims
Merchant Training
Juvenile Diversion
Sexual Assault Response Procedure

POL 21

The proposed zone policing model must have an improved job review structure within the MTPF which emphasizes the crime prevention, community relations and response to victims functions of the police officers new role. Administrative supervision and review must take into account the importance of these functions when assessing the individual officer's performance. POL 22

All exams for P.C.'s, Sergeants and Staff Sergeants should include questions which require knowledge of the areas of crime prevention, community relations and response to victims. POL 23

The MTPF must increase its recruitment of women into the force. POL 24

MUNICIPAL

F) METROPOLITAN TORONTO POLICE FORCE

Women police officers should continue to be given identical job assignments and potential for promotion or special assignments within the force as their male counterparts.

Female police officers should be given encouragement and, where equal in consideration to their male counterparts, priority, in attending courses and conferences providing them with better police training leading to promotional opportunities. Efforts have been made at the MTPF to introduce more females into the policy and planning stages of the department, through hiring of civilians.

We recommend that more women, both civilian and uniformed, be introduced at the policy and planning levels of the Force. Because the MTPF is currently in flux due to the implementation of the Hickling Johnston recommendations, the MTPF will be conducting ongoing evaluations and assessments of the implementation. POL 27

The MTPF should undertake to include the recommendations of this Task Force in its implementation and evaluation strategies. POL 28

The MTPF should include women in the ongoing evaluations and assessments of implementation of the Hickling Johnston Report and this Task Force. POL 29

We recommend that a protocol be developed to deal with adult female victims of sexual assault, to be developed through consultations between the appropriate personnel of MTPF, Crown Attorneys, hospitals and support services for female victims of sexual assault. This protocol should constitute the basis for the Sexual Assault Response Procedures of the MTPF. POL 30

We recommend that the updating of the data collection technology of the MTPF include a revision of the coda schema and nature of the data coded to permit rapid computer searches for information which presently can be obtained only through manual search (for example, the relationship of an alleged offender to a victim, the method of approach, and so on). Such an updated coding schema will serve both the MTPF Management Information System and Strategic Planning System and the public seeking information. POL 31

That the Metropolitan Toronto Police Force continue to ensure the inclusion of Transit facilities within the area designated for Police Officers. POL 33

With regard to the fear of not being believed, it is recommended that police officers investigating such crimes committed against women and children be specially trained to be aware of and sensitive to victim's needs. Police Officers should give complainants as much information as possible about the status of the case, for example, whether there is sufficient evidence to lay a charge. C.J. 2

MUNICIPAL

F) METROPOLITAN TORONTO POLICE FORCE

With regard to the belief that the offender will, in most cases, be acquitted, the Committee reiterates the importance of the special training recommended for police officers in both sensitivity and investigation techniques, which should lead to more complaints being determined to be "founded" resulting in the laying of criminal charges. C.J. 7

Inaccurate or incomplete information about the reporting of sexual crimes, and the Criminal Justice System can often make these procedures inaccessible. The Committee recommends that the Attorney General and the Metropolitan Toronto Police undertake public education campaigns to make the public aware of all aspects of the reporting and court room procedures with respect to sexual offences, eg. what constitutes "sufficient" evidence, possible length of trial, rights of the complainant, including information regarding the Public Complaints Commission and the Criminal Injuries Compensation Board. C.J. 8

In addition to the police advising the victim of the status of any investigation or charges, any support services involved with a complainant should also be advised, including advice as to trial results. Such information will allow the support worker to better prepare clients for the criminal justice process. C.J. 10

The MTPF should undertake a procedure to ensure co-ordination of investigations of sexual assaults on a Metro-wide basis, including liaison with Victim Support Services and the Crown Attorney's office. C.J. 18

The Committee recommends that in cases of conviction for crimes of violence the Attorney General implement a policy directing Assistant Crown Attorneys to request a period of probation in addition to any sentence in a provincial institution.

The reason for this simple recommendation is to fill an existing gap acknowledged by the Metro Police. Without some form of probation the Metro Police are not advised of an inmate's release date and return to the community. It is understood that there are adequate provisions already in place with respect to federal sentences as both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return. C.J. 25

The Urban Design Sub-Committee feels strongly that such programs as Neighbourhood Watch, Block Parents, and Cabs-on-Patrol should continue to be given every possible encouragement. It was plain to the sub-committee that a raised level of public awareness, combined with organizational structures for broad citizen participation will prove to be the most effective means to reduce the incidence of violent assaults against women and children in public places. U.D.

MUNICIPAL

C) SCHOOL BOARDS OF METROPOLITAN TORONTO

That school boards implement policies directed toward the reduction of violence in the school communities including the abolition of Corporal Punishment. P.E. 1

That school boards establish policies to eliminate sex bias from curriculum and program materials. P.E. 2

That school board establish an Advisory Committee to deal with the issue of sex bias by:

a) reviewing current curriculum and learning materials for sexist contents; and

b) establishing criteria from the selection of new bias-free learning materials. P.E. 3

That school boards designate a person to be responsible for educating the school and community personnel around the issues of violence against women and children.

That school boards improve the status of their female employees through the establishment of Affirmative Action policies. P.E. 5

That the Metropolitan School Board establish a 24-hour crisis telephone service for its students and their parents or support, with funding , the Metropolitan Toronto Community Information Centre's new Helpline: Information for Victims of Violence. P.E. 6

That school boards review policies regarding student safety for all endorsed out-of-school activities including:

a) door-to-door fund raising for school projects;

b) delivering school-related information;

c) messenger or errand running services by students, and

d) field trips P.E. 7

That school boards establish employee and student related policies on sexual harassment. P.E. 8

That school boards make available appropriate self-defense programs for staff and students and, where possible, to others in the community. P.E 9

MUNICIPAL

H) TORONTO TRANSIT COMMISSION

That the installation program of the Communications Information System capability in all surface transit vehicles be accelerated. POL 32

That the Metropolitan Toronto Police Department continue to ensure the inclusion of Transit Facilities within the areas designated for Police Officers. POL 33

That the Toronto Transit Commission continue to provide informational talks to schools and interested public groups on the ways of reporting crime and the safety features of the transit system. POL 34

Where appropriate the Toronto Transit Commission should attempt to make these public information sessions available in languages other than English. POL 35

It is recommended that commercial and industrial employers communicate with the Toronto Transit Commission's Community Relations Department to confirm the availability of transit service at the end of work shifts, and if necessary consider minor adjustments to hours of work which might be beneficial to their employees. POL 36

PROVINCIAL

A) MINISTER RESPONSIBLE FOR WOMEN'S ISSUES

All Provincial Recommendations

B) MINISTRY OF THE ATTORNEY-GENERAL

The sexual assault kit currently provided from the Attorney-General's office via the Police Department should be updated, where necessary to conform to the new sexual assault legislation. S.S. 13

A good supply of sexual assault kits should be available in all Emergency Departments. All emergency room physicians should be given additional instruction in the use of the sexual assault kit. It should be hospital policy that any physician or nurse working in the Emergency Department see the video available through the Attorney-General's office and be familiar with the use of this kit as a prerequisite for working in the emergency ward.

The video about the use of the sexual assault kit available through the Attorney-General's office was felt to be excellent. This tape, however, does focus on the evidence collecting necessary for those women who are reporting their cases to the police. Recognizing that many women do not report to the police and yet still require a thorough examination and supportive and knowledgeable treatment, it was felt that an additional video tape should be made for the education of those working in emergency wards. This tape would focus on the sexual assault trauma syndrome indicating the types of emotional reactions a woman is likely to experience. This tape could be made in cooperation with people from the Rape Crisis Centre, the Ontario Hospital Association or Hospital Council of Metro Toronto plus the Attorney-General's office. This tape would also be available for viewing by members of other appropriate hospital departments, e.g. nurses, social workers and physicians in gynaecology, V.D. and psychiatric clinics, as well as private practitioners. Information about such a video could again be made available through the newsletter of the College of Physicians and Surgeons. S.S. 15

This video tape should also attend to the special needs that may be exhibited by immigrant women. This information could be obtained in consultation with immigrant women's groups in the City. S.S. 16

The hospital should not insist that the client call the police, but should offer her this opportunity. The woman would be examined and treated even if the police were not called. It is recommended that the sexual assault kit be used for all examinations in order to retain her option of deciding to call the police. The woman would have the right to refuse any part of the formal evidence collection that she found to be unacceptable to her. Evidence gathered from women not involving the police at the time of examination, should be properly stored in the hospital for a reasonable length of time. S.S. 20

PROVINCIAL

B) MINISTRY OF THE ATTORNEY-GENERAL

That a Metropolitan Toronto Committee on Violence against Women and Children provide for communication and co-ordination and development of these vital services. S.S. 32

The Criminal Code should be amended as follows:

A) to include a definition of pornography to be used as the basis of a new offense;

Pornography is any printed, visual, audio or otherwise represented presentation, or part thereof of violence in a sexual context, or the presentation of sexual acts with a theme of violence, including the depiction of submission, coercion, lack of consent or debasement of any human being which presentation or depiction may include but is not necessarily restricted to:

a) violence associated with sexual acts, which violence need not occur simultaneously with the sexual act or acts; or

b) violence in conjunction with emphasis on the sexual parts of the body, whether nude or not; or

c) violence in conjunction with emphasis on nude parts of the body, whether sexual or not.

B) to include a definition of child pornography to be used as the basis of a new offense:

1. Everyone who:

a) induces, coerces or agrees to use a person under 16 years of age to participate in any sexually explicit conduct for the purpose of producing, by any means, a visual representation of such conduct;

b) participates in the production of a visual representation of a person under 16 years of age participating in any sexually explicit conduct;

c) makes, prints, reproduces, publishes, distributes, circulates or has in his possession for the purpose of publication, distribution or circulation a visual representation of a person under 16 years of age participating in any sexually explicit conduct; or

d) sells, offers to sell; receives for sale, advertises, exposes to public view or has in his possession for the purpose of sale a visual representation of a person under 16 years of age participating in any sexually explicity conduct is guilty of an indictable offence and is liable to imprisonment for ten years, except where the primary purpose of the visual representation of sexually explicit conduct is found to be educational and

PROVINCIAL

B) MINISTRY OF THE ATTORNEY-GENERAL

provided that the overall nature of the material is found to be educational and not exploitive of a person under 16 years of age.

2. For the purposes of subsection (1), a person who at any material time appears to be under 16 years of age shall, in the absence of evidence to the contrary, be deemed to be under 16 years of age.

C) wherever appropriate, the words "obscene" and "obscenity" should be deleted and replaced by the words "pornographic" and "pornography". PORN 3

These new definitions should be situated under a heading entitled "PORNOGRAPHY" separate and apart from any existing "morals" offences currently in the Criminal Code. PORN 4

Federal laws which have hitherto incorporated the definition of "obscenity" contained in Section 159(8) of the Criminal Code should be amended to incorporate the proposed definition of "pornography" instead. PORN 5

We recommend that a protocol be developed to deal with adult female victims of sexual assault, to be developed through consultations between the appropriate personnel of MTPT., Crown Attorneys, hospitals and support services for female victims of sexual assault. This protocol should constitute the basis for the Sexual Assault Response Procedure of the MTPF. POL

With regard to the fear of publicity, it is recommended that the Assistant Crown Attorneys be required to request a ban on publication of the victim's identity as provided for in the Criminal Code, or any information which might lead to her identification. In this regard, the Metropolitan Toronto Police Force should review its news release policy to ensure these protections are provided. C.J. 1

In addition, it is recommended that women and children reporting sexual assaults be allowed accompaniment by a support person throughout the investigative and court processes if they wish except for those portions of interviews which must be held with the victim alone, to avoid prejudicing the case. The needs of women who have English as a second language can be met by a translator (either chosen by them or provided by the police if possible). Guidelines should be established by Crown Attorneys for the role of the support person, to avoid allegations of coaching or coercion. C.J. 3

With regard to the fear of the court ordeal, it is recommended that the existing policy within the Crown Attorney's office providing for continuity of prosecutor assigned to individual cases be reaffirmed and adhered to. It is also important that there be continuous communication between the Crown Attorney and the complainant for the duration of the court process and, at minimum, a pre-trial conference between the Crown Attorney and the victim. See the recommendations in the Victim/Witness Support section of this report. C.J. 4

PROVINCIAL

B) MINISTRY OF THE ATTORNEY-GENERAL

With regard to the fear of reprisals, it is recommended that Crown Attorneys request the persons charged with serious violent sexual crimes not be granted bail, and that persons charged with any sexual crime be required, if released, to have no contact with the complainant, such contact constituting a breach of a bail provision, or a further offence.

The Committee also recommends that in cases of conviction for crimes of violence the Attorney General implement a policy directing Assistant Crown Attorneys to request the period of probation in addition to any sentence in a provincial institution. This will fill an existing knowledge gap acknowledged by the Metro Police are not advised of an inmate's release date and return to the community. It is understood that there are adequate provisions already in place with respect to federal sentences as both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return. C.J. 5

Further, it is recommended that all police officers and criminal justice personnel be made aware of, and be sensitive to, the needs of women and children who have been threatened by their assailant, including referrals to appropriate support services, and explanations of the limits of police power. C.J. 6

Inaccurate or incomplete information about the reporting of sexual crimes, and the Criminal Justice System can often make these procedures inaccessible. The Committee recommends that the Attorney General and the Metropolitan Toronto Police undertake public education campaigns to make the public aware of all aspects of the reporting and court room procedures with respect to sexual offences, e.g., what constitutes "sufficient" evidence, possible length of trial, rights of the complainant, including information regarding the Public Complaints Commission and the Criminal Injuries Compensation Board. C.J. 8

Every support service should encourage the reporting of crime by the victim, and should be permitted and encouraged to liaise closely with the police and the Criminal Justice System, and to report any perceived abuse of a victim by a police officer or an Assistant Crown Attorney to the Police Complaints Bureau, the Police Sexual Assault Co-ordinator, or the Deputy Crown Attorney. C.J. 9

There should be further liaison and discussion between support services, such as the Rape Crisis Centre and both the Police Force and the Crown Attorney's office. C.J. 11

The Committee recommends a review of the existing provision payment of witness fees and amendments to The Administration of Justice Act, increasing such payment. C.J. 13

PROVINCIAL

B) MINISTRY OF THE ATTORNEY-GENERAL

In the short term, transportation and babysitting services should continue to be provided by victim/witness support services to reduce the inconvenience of attendance to testify, and existing funding increased accordingly. C.J. 14

The Committee recommends that the feasibility and funding of some of the existing witness support pilot projects be studied. The Ministry of the Attorney General has recently done experimental work in this field, including programmes to keep the witness appraised of the status of the case and required court attendances. C.J. 15

The Committee recommends better funding of existing support services to permit them to broaden their service to include court support for victims of sexual assault. In addition, the Committee recommends the funding of additional victim support services, recognizing that existing services do not cater to all victims of violence, specifically, non-sexual offence victims, children and the elderly. C.J. 16

The Committee recommends the continued funding of the Salvation Army programmes designed to provide victim support services. This includes their "Court Setting Model" (a formal example of such model is in operation in London, Ontario). Their "informal model" (already in place in the Metro Toronto Provincial Courts) and their "Etobicoke model" has been in operation since August 1980 as a pilot project of the Ministry of Correctional Services. This last project was a community based volunteer programme cooperating with two police divisions and providing a 24-hour on call service. A report of this project is available. C.J. 17

The Minister of Justice and the Solicitor General of Canada, together with the Ministry of the Attorney General, the Solicitor-General and the Secretariat for Social Justice of Ontario, should undertake a consistent compilation and review of statistics regarding the number of cases prosecuted and conviction/acquittal rates, together with an analysis of data on the nature of the occurrence, the assailant and possible effects thereof on prosecution and disposition. In addition, a statistical study of the effect of the new sexual assault legislation should be undertaken in regard to the following:

a) the number of reported sexual assaults;

b) the percentage of reported cases that are prosecuted, including a breakdown of the reasons that cases are not pursued (declared unfounded);

c) the percentage of prosecuted cases resulting in convictions before a judge and before a jury;

d) the percentage of prosecuted cases resulting in convictions on lesser and/or included offences;

e) the percentage of prosecuted cases where the charge is pleaded down. C.J. 20

PROVINCIAL

B) MINISTRY OF THE ATTORNEY-GENERAL

The Ministry of the Attorney General, the Federal Minister of Justice, and the Federal Solicitor General should undertake a review of acquittal/conviction statistics for sexual or violent crimes, including an evaluation of current sentencing practices and the effectiveness of sentencing practices should be considered in relation to the following offences: homicide (distinguishing those homicides which include sexual assault), assault, sexual assault, robbery (e.g. purse snatching). C.J. 21

This review of sentencing precedents with any apparent trends ought to be made available to every Assistant Crown Attorney to enable him or her to make effective submissions as to sentence. C.J. 22

The Committee recommends further that the focus be on more effective rehabilitation of offenders to reduce the dangers inherent in the inevitable release of dangerous offenders not rehabilitated during their incarceration.

It is recognized that presently, the likelihood of rehabilitating dangerous offenders in the prison system is slim. Therefore, it is recommended that funds be made available to study the factors responsible for causing violent behaviour and possible methods of improvement in predicting not only which offenders will continue to be dangerous, but also recidivists. Further, it is recommended that there be a study of creative options to incarceration without rehabilitation, such as treatment centres. C.J. 23

The Committee advocates more awareness of the potential use of the "Dangerous Offender" provisions in the Criminal Code. These provisions essentially provide for the imposition of a sentence of detention in a penitentiary for an indeterminate period, with review by the Parole Board after the first three years, and every two years thereafter.

The Committee recognizes, however, that the existing "Dangerous Offender: provisions of the Criminal Code are problematic and under review by the Federal Government. Therefore, the Committee recommends a study of the presently existing "Dangerous Offender" provisions with regard to:

1) its present use (frequency and circumstances);

2) technical and procedural problems with its use;

3) possible amendments to make it more available in practice;

4) its effectiveness in deterring crime and recidivism;

5) possible problems with the section from a constitutional viewpoint, including examination of alternate approaches to the existing scheme. C.J. 24

PROVINCIAL

B) MINISTRY OF THE ATTORNEY-GENERAL

The Committee recommends that in cases of conviction for crimes of violence, the Attorney General implement a policy directing Assistant Crown Attorneys to request a period of probation in addition to any sentence in a provincial institution.

The reason for this simple recommendation is to fill an existing gap acknowledged by the Metro Police. Without some form of probation the Metro Police are not advised of an inmate's release date and return to our community. It is understood that there are adequate provisions already in place with respect to federal sentences and both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return. C.J. 25

It is recommended that public education campaigns be funded and maintained by the Federal Solicitor General and the Provincial Attorney-General, to upgrade public knowledge of the workings of the judicial and correctional systems, and the statistical data and analysis resulting from the kinds of studies recommended by the Task Force. Active media support should be sought and encouraged for non-sensationalistic dissemination of such material. C.J. 27

The impact of the new sexual assault legislation removing the references to rape, attempted rape and indecent assault, should be monitored and the following information be made available.

1) how the new past sexual history provisions are being interpreted;

2) what use is being made of the honest belief defence, and with what frequency;

3) how many cases of spousal rape are being reported, and what is their outcome;

4) how are the aggravating factors being considered;

5) is penetration still being treated as significant;

6) how prosecutors are employing their discretion to proceed summarily or by indictment.

7) a review of sentencing practices for convictions of sexual assault;

8) a comparison of sentences for convictions for sexual assault (maximum 10 years), sexual assault with weapon, etcetera (maximum 14 years) and aggravated sexual assault (maximum life);

9) the number of charges laid under each category, and the basis for the charges being laid. C.J. 28

PROVINCIAL

C) MINISTRY OF CITIZENSHIP AND CULTURE

There must be facilities at police headquarters i.e. 911 for foreign language callers. Furthermore, immigrant communities should be educated via such things as public service announcements on MTV or ethnic language radio broadcasts as to the use of this number for crises such as sexual assault. S.S. 2

The sexual assault trauma syndrome video tape should also attend to the special needs that may be exhibited by immigrant women. This information could be obtained in consultation with immigrant women's groups in the city. S.S. 16

To facilitate the crisis intervention aspect of their work, it is important for the Rape Crisis Centre to have staff who have expertise in dealing with immigrant women. Extra funding would be required for this. S.S. 19

That a Metropolitan Toronto Committee on Violence against Women and Children be established, which would function, in part, to co-ordinate and support existing and future support services, including specific emphasis on the immigrant women population. S.S. 32

That a Metropolitan Toronto Committee on Violence against Women and Children be established that can address ongoing work in the area of public education as well as in support services and law reform. A detailed report on the Committee will be forwarded to Metropolitan Council for its approval. (For a list of suggested issues to be dealt with by the Committee, refer to Recommendation P.E. 10).

That funding for the Rape Crisis Centre be increased to a level adequate to provide for the programs of the Centre. Such things as comfortable surroundings will make it easier for a woman to seek out this type of support service. S.S. 28

To facilitate the crisis intervention aspect of their work, it is important for the Rape Crisis Centre to have staff who have expertise in dealing with immigrant women. Extra funding would be required for this. S.S. 29

Funds be set aside by such departments as the Ministry of Health and the Ministry of Community and Social Services to be available for the development of programs for the treatment of victims of sexual assault. These funds should not be at the expense of other programs. S.S. 30

That a Metropolitan Toronto Committee on Violence against Women and Children be established, which would function, in part, to co-ordinate and support existing and future support services, including specific emphasis on the immigrant women population. S.S. 31

That a Metropolitan Toronto Committee on Violence against Women and Children provide for communication between, and co-operation and development of, essential services. S.S. 32

CORRECTION

On page 22 of the Executive Summary the title: D) Ministry of Community and Social Services was omitted. Page 22 should read as follows:

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D) MINISTRY OF COMMUNITY AND SOCIAL SERVICES

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Existing written materials prepared by the various support services, such as a booklet prepared by the Rape Crisis Centre entitled "Police Liaison Handbook" should be required and updated where necessary, especially in light of some of these recommendations. Funding should be provided for the above work if it is undertaken by support services. C.J. 12

The Committee recommends better funding of existing support services to permit them to broaden their service to include court support for victims of sexual assault. In addition, the Committee recommends the funding of additional victim support services, recognizing that existing services do not cater to all victims of violence, specifically, non-sexual offence victims, children and the elderly. C.J. 16

PROVINCIAL

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E) MINISTRY OF CONSUMER AND COMMERCIAL RELATIONS

As an interim measure, the Ontario Censor Board, with clearly defined guidelines written into its enabling legislation, should have the authority to censor films that advocate violence against people. PORN 7

F) MINISTRY OF CORRECTIONAL SERVICES

The Committee recommends that the sentencing procedures including all submissions as to sentence, be transcribed and kept in the accused's file, to be placed before the Ministry of Correctional Services and the Parole Board. In addition, any concern about retaliation by the offender after release expressed by the victim, together with her reasons for such concern, should be made part of the file. C.J. 26

It is recommended that public education campaigns be funded and maintained by the Federal Solicitor General and the Provincial Attorney-General to upgrade public knowledge of the workings of the judicial and correctional systems, and the statistical data and analysis resulting from the kinds of studies recommended by the Task Force. Active media support should be sought and encouraged for non-sensationalistic dissemination of such material. C.J. 27

The Committee recommends the continued funding of the Salvation Army programmes designed to provide victim support services. This includes their "Court Setting Model" (a formal example of such a model is already in operation in London, Ontario). Their "informal model" (already in place in the Metro Toronto Provincial Courts) and their "Etobicoke model" has been in operation since August 1980 as a pilot project of the Ministry of Correctional Services. This last project was a community based volunteer programme co-operating with two police divisions and providing a 24-hour on call service. A report of this project is available. C.J. 17

G) MINISTRY OF EDUCATION

That school boards implement policies directed toward the reduction of violence in the school communities including the abolition of Corporal Punishment. P.E. 1

PROVINCIAL

G) MINISTRY OF EDUCATION

That school boards establish policies to eliminate sex bias from curriculum and program materials. P.E. 2

That school boards establish an Advisory Committee to deal with the issue of sex bias by:

a) reviewing current curriculum and learning materials for sexist contents; and

b) establishing criteria from the selection of new bias-free learning materials. P.E. 3

H) MINISTRY OF HEALTH

Where possible and convenient, a woman arriving at a centre other than a designated sexual assault treatment centre be transferred to a specialized centre. This may be done by a variety of means.

a) Accompaniment by a friend or relative.

b) Accompaniment by the police if the woman is reporting the assault to them.

c) Accompaniment by a rape crisis worker. In this case, funds should be provided to the Rape Crisis Centre to either support the use of workers' cars for such purposes or to pay for taxi transportation of the worker and the victim.

d) By taxi with funds provided from an emergency fund at the hospital set aside for such purposes. It would be highly desirable if a member of the hospital staff could accompany the woman in this instance. S.S. 12

Five regional Sexual Assault Treatment Centres should be set up. These should be located in a hospital corresponding to each of the five police districts. S.S. 17

The regional Sexual Assault Treatment Centres should have the following criteria:

a) Space should be set aside near, but not part of the regular Emergency Department. This space should ideally include an examination room plus a room where discussions with the victim, the police or family and friends could take place.

b) This centre should be staffed by a voluntary roster of physicians trained in the management of the sexual assault trauma syndrome and in the use of the sexual assault kit. This on-call roster should be established separate from the usual

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H) MINISTRY OF HEALTH

emergency ward roster. Although men and women should be on this duty roster, it was strongly felt that a woman physician be available if the victim should specifically request one. It is recognized that this group of physicians and nurses working in this area may experience their own psychological upheaval and burnout from working in a concentrated way with the victims of sexual assault. It was, therefore, felt that ongoing support systems and group meetings be set up for these people in order to help them deal with their own feelings about handling such victims. One useful practice may be the use of a buddy system whereby a health worker who is seeing a particular troubling case may call upon a colleague and discuss the feelings about this case with him or her.

c) A coordinator be hired for each regional Sexual Assault Treatment Centre. This individual might be a physician, nurse or social worker. The tasks of this individual include organizing of rosters, ongoing training of support staff, arranging of care for the victim, dealing with family members, acting as liaison with appropriate women's groups or health committees in the city, ensuring follow-up care is known to the victim and maintaining records. S.S. 18

When the hospital is informed that a victim is coming in, the hospital will notify the Crisis Centre so that a worker will be available if required. When the woman arrives at the hospital, her permission is obtained to have the crisis worker come to be with her at the hospital. S.S. 29

The hospital should not insist that the client call the police, but should offer her this opportunity. The woman would be examined and treated even if the police were not called. It is recommended that the rape kit be used for all examinations in order to retain her option of deciding to call the police. The woman would have the right to refuse any part of the formal evidence collection that she found to be unacceptable to her. Evidence gathered from women not involving the police at the time of examination, should be properly stored in the hospital for a reasonable length of time. S.S. 20

A victim of sexual assault should be given the morning after pill if she wishes. Proper informaton about the side effects of this pill should be provided.

A test should be taken for venereal disease and the woman notified that she will be contaced if the test is positive.

Throughout her contact in the Emergency Department, the woman should be made aware of the reasons for all the various tests and procedures. Her consent should be obtained in order to emphasize her being in control of the situation. She should also have an option of someone being with her during the examination.

PROVINCIAL

H) MINISTRY OF HEALTH

After her examination at the treatment centre, the client should receive a list of follow-up services available to her. This list would include clinics within the hospital as well as various community resources. This list would give telephone numbers and a brief explanation of these services. This list should, of course, be available in a number of different languages. S.S. 25

A key person, possibly the centre co-ordinator, should be the one who is involved with the client throughout her time in the hospital. This individual can help with explanations and support to the client and any accompanying family members. S.S. 24

That the woman be told that she will receive a call from the co-ordinator within a few days to check on her progress and answer any questions she might have about the contact. She would be given the opportunity to refuse this contact. S.S. 16

Any centre operatiogn a sexual assault service should also be willing to provide abortions for those women who get pregnant following a sexual assault. This abortion service should be above and beyond any normal quota that the hospital may have for abortions. S.S. 27.

That funding for the Rape Crisis Centre be increased to a leval adequate to provide for the programs of the Centre. Such things as comfortable surrounding will make it easier for a woman to seek out this type of support service. S.S. 28

To facilitate the crisis intervention aspect of their work, it is important for the Rape Crisis Centre to have staff who have expertise in dealing with immigrant women. Extra funding would be required for this. S.S. 29

Funds be set aside by such departments as the Ministry of Health and the Ministry of Community & Social Services to be available for the development of programs for the treatment of victims of sexual assault. These funds should not be at the expense of other programs. S.S. 30

That a Metropolitan Toronto Committee on Violence against Women and Children be established, which would function, in part, to co-ordinate and support existing and future support services, including specific emphasis on the immigrant women population. S.S. 31

I) MINISTRY OF MUNICIPAL AFFAIRS & HOUSING

The Municipal Act should be amended to enable municipalites to regulate effectively with respect to pornographic material, as defined in this report. PORN 8

PROVINCIAL

J) MINISTRY OF THE SOLICITOR GENERAL

The Minister of Justice and the Solicitor General of Canada, together with the Ministry of the Attorney General, the Solicitor-General and the Secretariat for Social Justice of Ontario, should undertake a consistent compilation and review of statistics regarding the number of cases prosecuted and conviction/acquittal rates, together with an analysis of data on the nature of the occurrence, the assailant and possible effects thereof on prosecution and disposition. In additon, a statistical study of the effect of the new sexual assault legislation should be undertaken in regard to the following:

a) the number of reported sexual assaults;

b) the percentage of reported cases that are prosecuted, including a breakdown of the reasons that cases are not pursued (declared unfounded);

c) the percentage of prosecuted cases resulting in convictions before a judge and before a jury

d) the percentage of prosecuted cases resulting in convictions on lesser and/or included offences.

e) the percentage of prosecuted cases where the charge is pleaded down. C.J. 20

K) ONTARIO ADVISORY COUNCIL ON THE STATUS OF WOMEN

All Provincial Recommendations.

L) ONTARIO CENSOR BOARD

As an interim measure, the Ontario Censor Board, with clearly defined guidelines written into its enabling legislation, should have the authority to censor films that advocate violence against people. PORN 8

M) TASK FORCE ON THE PORTRAYAL OF RACIAL DIVERSITY IN GOVERNMENT ADVERTISING AND COMMUNICATIONS

Media, advertisers and their advertising agencies make use of the free consultation service provided by the Advertising Advisory Board Committee on Sex-Role Stereotyping when in doubt as to the acceptability of advertising. PORN 1

Advertisers and their advertising agencies take steps to ensure that creators and users (or purchasers) of advertising are aware of guidelines. PORN 1

PROVINCIAL

N) SECRETARIAT FOR SOCIAL JUSTICE IN ONTARIO

The Minister of Justice and the Solicitor General of Canada, together with the Ministry of the Attorney General, the Solicitor-General and the Secretariat for Social Justice of Ontario, should undertake a consistent compilation and review of statistics regarding the number of cases prosecuted and conviction/acquittal rates, together with an analysis of data on the nature of the occurence, the assailant and possible effects thereof on prosecution and disposition. In addition, a statistical study of the effect of the new sexual assault legislation should be undertaken in regard to the following:

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N) SECRETARIAT FOR SOCIAL JUSTICE IN ONTARIO

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FEDERAL

A) CANADIAN ADVISORY COUNCIL ON THE STATUS OF WOMEN

All Federal Recommendations

B) CANADIAN HUMAN RIGHTS COMMISSION

The Television Broadcasting Regulations of the Federal Broadcasting Act should be amended to reflect the premise that pornography is a human rights issue by adding the words "or sex" to Section 6.1 (b) so that it reads as follows:

> No station, network operator, or pay television licensee shall broadcast any abusive comment or abusive pictorial representation of any race, religion, creed or sex. PORN 6

C) CANADIAN RADIO & TELEVISION COMMISSION

Guideline #6 and Recommended Amplification

"Advertising should not exploit women or men purely for attention-getting purposes. Their presence should be relevant to the advertised product.

a) Advertising should not portray men or women in ways which imply or show violence, or which imply or show the excessive submissiveness of one sex to another.

b) Advertising should never show or imply a sexual portrayal of a child of either sex, or portray children in situations of sexual innuendo.

c) Advertisers should use discretion in the use of nude, semi-nude, and provocative poses of clothed or unclothed models. In addition, advertisers should avoid the use of implicit or explicit portrayals of either sex which can be interpreted by a significant portion of the audience to be demeaning or offensive.

d) Advertisers should be cautious about the use of plays on words, double entendre, verbal innuendo, and sexual humour which may be interpreted by a significant portion of the audience as demeaning or offensive.

e) Advertisers should be cautioned that there is an interplay in advertising between the illustration used and the related copy. If the joint effect of illustration and copy causes a substantial audience to perceive the ad as demeaning or offensive, the ad as a whole may be deemed unacceptable under these guidelines. PORN 1

FEDERAL

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FEDERAL

E) DEPARTMENT OF JUSTICE

Section 159 of the Criminal Code which defines "obscenity" by emphasizing the "exploitation of sex" should be repealed. PORN 2

The Criminal Code should be amended as follows:

A) to include a definition of pornography to be used as the basis of a new offense:

Pornography is any printed, visual, audio or otherwise represented presentation, or part thereof of violence in a sexual context, or the representation of sexual acts with a theme of violence, including the depiction of submission, coercion, lack of consent or debasement of any human being which presentation or depiction may include but is not necessarily restricted to:

a) violence associated with sexual acts, which violence need not occur simultaneously with the sexual act or acts; or

b) violence in conjunction with emphasis on the sexual parts of the body, whether nude or not; or

c) violence in conjunction with emphasis on nude parts of the body, whether sexual or not.

B) to include a definition of child pornography to be used as the basis of a new offense:

1. Everyone who:

a) induces, coerces or agrees to use a person under 16 years of age to participate in any sexually explicit conduct for the purpose of producing, by any means, a visual representation of such conduct;

b) participates in the production of a visual representation of a person under 16 years of age particpating in any sexually explicit conduct;

c) makes, prints, reproduces, publishes, distributes, circulates or has in his possession for the purpose of publication, distribution or circulation a visual representation of a person under 16 years of age participating in any sexually explicit conduct; or

d) sells, offers to sell; receives for sale, advertises, exposes to public view or has in his possession for the purpose of sale a visual representation of a person under 16 years of age participating in any sexually explicit conduct is guilty of an indictable offence and is liable to imprisonment for ten years,

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E) DEPARTMENT OF JUSTICE

except where the primary purpose of the visual representation of sexually explicit conduct is found to be educational and provided that the overall nature of the material is found to be educational and not exploitive of a person under 16years of age.

2. For the purpose of subsection (1), a person who at any material time appears to be under 16 years of age shall, in the absence of evidence to the contrary, be deemed to be under 16 years of age.

C) Wherever appropriate, the words "obscene" and "obscenity" should be deleted and replaced by the words "pornographic" and "pornography". PORN 3

These new definitions should be situated under a heading entitled "PORNOGRAPHY" separate and apart from any existing "morals" offenses currently in the Criminal Code. PORN 4

Federal laws which have hitherto incorporated the definition of "obscenity" contained in Section 159(8) of the Criminal Code should be amended to incorporate the proposed definition of "pornography" instead. PORN 5

The Minister of Justice and the Solicitor General of Canada, together with the Ministry of the Attorney General, the Solicitor-General and the Secrtariat for Social Justice of Ontario, should undertake a consistent compilation and review of statistics regarding the number of cases prosecuted and conviction/acquittal rates, together with an analysis of data on the nature of the occurrence, the assailant and possible effects thereof on prosecution and disposition. In addition, a statistical study of the effect of the new sexual assault legislation should be undertaken in regard to the following:

a) the number of reported sexual assaults;

b) the percentage of reported cases that are prosecuted, including a breakdown of the resons that cases are not pursued (declard unfounded);

c) the percentage of prosecuted cases resulting in convictions before a judge and before a jury;

d) the percentage of prosecuted cases resulting in convictions on lesser and/or induced offences;

e) the percentage of prosecuted cases where the charge is pleaded down. C.J. 20

FEDERAL

E) DEPARTMENT OF JUSTICE

The Ministry of the Attorney General, the Federal Minister of Justice, and the Federal Solicitor General should undertake a review of acquittal/conviction statistics for sexual or violent crimes, including an evaluation of current sentencing practices and the effectiveness of sentencing practices should be considered in relation to the following offences: homicide (distinguishing those homicides which include sexual assault), assault, sexual assault, robbery (e.g., purse snatching). C.J. 21

The Committee recommends further that the focus be on more effective rehabilitation of offenders to reduce the dangers inherent in the inevitable release of dangerous offenders not rehabilitated during their incarceration.

It is recommended that presently, the likelihood of rehabilitating dangerous offenders in the prison system is slim. Therefore, it is recommended that funds be made available to study the factors responsible for causing violent behaviour and possible methods of improvement in predicting not only which offenders will continue to be dangerous, but also recidivists. Further, it is recommended that there be a study of creative options to incarceration without rehabilitation, such as treatment centres. C.J. 23

The Committee advocates more awareness of the potential use of the "Dangerous Offender" provisions in the Criminal Code. These provisions essentially provide for the imposition of a sentence of detention in a penitentiary for an indeterminate period, with review by the Parole Board after the first three years, and every two years thereafter.

The Committee recognizes, however, that the existing "Dangerous Offender" provisions of the Criminal code are problematic and under review by the Federal Government. Therefore, the Committee recommends a study of the presently existing "Dangerous Offender" provisions with regard to:

1) its present use (frequency and circumstances);

2) technical and procedural problems with its use;

3) possible amendments to make it more available in practice;

4) its effectiveness in deterring crime and recidivism;

5) possible problems with the section from a constitutional viewpoint, including examination of alternate approaches to the existing scheme. C.J. 24

The Impact of the new sexual assault legislation removing the references to rape, attempted rape and indecent assault, should be monitored and the following made available:

FEDERAL

E) DEPARTMENT OF JUSTICE

1) how the new past sexual history provisions are being interpreted;

2) what use is being made of the honest belief defence, and with what frequency;

3) how many cases of spousal rape are being reported, and what is their outcome;

4) how are the aggravating factors being considered;

5) is penetration still being treated as significant;

6) how prosecutors are employing their discretion to proceed summarily or by indictment.

7) a review of sentencing practices for convictions of sexual assault;

8) a comparison of sentences for convictions for sexual assault (maximum 20 years), sexual assault with weapon, etcetera (minimum 14 years) and aggravated sexual assault (maximum life);

9) the number of charges laid under each category, and the basis for the charges being laid. C.J. 28

F) DEPARTMENT OF THE SOLICITOR GENERAL

The Minister of Justice and the Solicitor General of Canada, together with the Ministry of the Attorney General, the Solicitor-General and the Secretariat for Social Justice of Ontario, would undertake a consistent compilation and review of statistics regarding the number of cases prosecuted and conviction/acquittal rates, together with an analysis of data on the nature of the occurence, the assailant and a statistical study of the effect of the new sexual assault legislation should be undertaken in regard to the following:

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c) the percentage of prosecuted cases resulting in convictions before a judge and before a jury;

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This review of sentencing precedents with any apparent trends ought to be made available to every Assistant Crown Attorney to enable him or her to make effective submissions as to sentence. C.J. 22

The Committee recommends further that the focus be on more effective rehabilitation of offenders to reduce the dangers inherent in the inevitable release of dangerous offenders not rehabilitated during their incarceration.

It is recommended that presently, the likelihood of rehabilitating dangerous offenders in the prison system is slim. Therefore, it is recommended that funds be made available to study the factors responsible for causing violent behaviour and possible methods of improvemet in predicting not only which offenders will continue to be dangerous, but also recidivists. Further, it is recommended that there be a study of creative options to incarceration without rehabilitation, such as treatment centres. C.J. 23

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1) its present use (frequency and circumstances);

2) technical and procedural problems with its use;

3) possible amendments to make it more available in practice;

4) its effectiveness in deterring crime and recidivism;

5) possible problems with the section from a constitutional viewpoint, including examination of alternate approaches to the existing scheme. C.J. 24

FEDERAL

F) DEPARTMENT OF THE SOLICITOR GENERAL

The Committee recommends that the sentencing procedures, including all submissions as to sentence, be transcribed and kept in the accused's file, to be placed before the Ministry of Correctional Services and the Parole Board. In addition, any concern about retaliation by the offender after release expressed by the victim, together with her reasons for such concern, should be made part of the file. C.J. 26

It is recommended that public education campaigns be funded and maintained by the Federal Solicitor General and the Provincial Attorney-General, to upgrade public knowledge of the workings of a the judicial and correctional systems, and the statistical data and analysis resulting from the kinds of studies recommended by the Task Force. Active media support should be sought and encouraged for non-sensationalistic dissemination of such material. C.J. 27

G) MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

All Federal Recommendations.

H) NATIONAL PAROLE BOARD

The Committee recommends that in cases of conviction for crimes of violence, the Attorney General implement a policy directing Assistant Crown Attorneys to request a period of probation in addition to any sentence in a provincial institution.

The reason for this simple recommenation is to fill an existing gap acknowledged by the Metro Police. Without some form of probation the Metro Police are not advised of an inmate's relese date and return to our community. It is understood that there are adequate provisions already in place with respect to federal sentences as both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return. C.J. 25

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VOLUNTARY SECTOR

A) COLLEGE OF PHYSICIANS & SURGEONS

All physicians should receive information on the whereabouts, availability and use of the sexual assault kit. This could be provided in the newsletter of the College of Physicians and Surgeons. S.S. 14

B) COMMUNITY

Members of the public avail themselves of the complaint procedure of the A.A.B. Committee on Sex Role Stereotyping to assist in ensuring non-sexist portrayals of men and women. PORN 1

C) COMMUNITY INFORMATION CENTRE

The fact that emergency number 911 may be dialed free of charge should be emphasized in the advertising of this number. S.S. 1

There must be facilities at police headqarters i.e. 911 for foreign language callers. Furthermore, immigrant communications should be educated via such things as public announcements on MTV or ethnic language radio broadcasts as to the use of this number for crises such as sexual assault. S.S. 2

D) HOSPITALS

Where possible and convenient, a woman arriving at a centre other than a designated sexual assault treatment centre be transferred to a specialized centre. This may be done by a variety of means:

a) Accompaniment by a friend of relative.

b) Accompaniment by the police if the woman is reporting the assault to them.

c) Accompaniment by a rape crisis worker. In this case, funds should be provided to the Rape Crisis Centre to either support the use of workers' cars for such purposes or to pay for taxi transportation of the worker and the victim.

d) By taxi with funds provided from an emergency fund at the hospital set aside for such purposes. It would be highly desirable if a member of the hospital staff could accompany the woman in this instance. S.S. 12

A good supply of sexual assault kits should be available in all Emergency Departments. All emergency room physicians should be given additional instruction in the use of the sexual assault kit. It should be hospital policy that any physician or nurse working in the Emergency Department see the video available through the Attorney-General's Office and be familiar with the use of this kit as a prerequisite for working in the emergency ward. S.S. 15

VOLUNTARY

D) HOSPITALS

The video about the use of the sexual assault kit available through the Attorney General's Office was felt to be excellent. This tape, however, does focus on the evidence collecting necessary for those women who are reporting their cases to the police. Recognizing that many women do not report to the police and yet still require a thorough examination and supportive and knowledgeable treatment, it was felt that an additional video tape should be made for the education of those working in emergency wards. This tape would focus on the sexual assault trauma syndrome indicating the types of emotional reactions a woman is likely to experience. This tape could be made in co-operation with people from the Rape Crisis Centre, the Ontario Hospital Association, or Hospital Council of Metro Toronto plus the Attorney-General's Office. This tape would also be available for viewing by members of other appropriate hospital departments, e.g. nurses, social workers and physicians in gynaecology, V.D. and psychiatric clinics, as well as private practitioners. Information about such a video could again be made available through the newsletter of the College of Physicians and Surgeons. S.S. 15

Five regional Sexual Assault Treatment Centres should be set up. These should be located in a hospital corresponding to each of the five police districts. S.S. 17

The regional Sexual Assault Treatment Centres should have the following criteria:

a) Space should be set aside near, but not part of the regular Emergency Department. This space should ideally include an examination room plus a room where discussions with the victim, the police or family and friends could take place.

b) This centre should be staffed by a voluntary roster of physicians trained in the management of the sexual assault trauma syndrome and in the use of the sexual assault kit. This on-call roster should be established separate from the usual emergency ward roster. Although men and women should be on this duty roster, it was strongly felt that a woman physician be available if the victim should specifically request one. It is recognized that this group of physicians and nurses working in this area may experience their own psychological upheaval and burnout from working in a concentrated way with the victims of sexual assault. It was, therefore, felt that ongoing support systems and group meetings be set up for these people in order to help them deal with their own feelings about handling such victims. One useful practice may be the use of a buddy system whereby a health worker who is seeing a particularly troubling case may call up a colleague and discuss the feelings about this case with him or her.

VOLUNTARY SECTOR

D) HOSPITALS

c) A co-ordinator be hired for each regional Sexual Assault Treatment Centre. This individual might be a physician, nurse or social worker. The tasks of this individual include organizing of rosters, ongoing training of support staff, arranging of care for the victim, dealing with family members, acting as liaison with appropriate women's groups or health committees in the city, ensuring follow-up care is know to the victim and maintaining records. S.S. 18

When the hospital is informed that a victim is coming in, the hospital will notify the Crisis Centre so that a worker will be available if required. When the woman arrives at the hospital, her permission is obtained to have the crisis worker come to be with her at the hospital. S.S. 19

The hospital should not insist that the client call the police, but should offer her this opportunity. The woman would be examined and treated even if the police were not called. It is recommended that the sexual assault kit be used for all examinations in order to retain her option of deciding to call the police. The woman would have the right to refuse any part of the formal evidence collection that she found to be unacceptable to her. Evidence gathered from women not involving the police at the time of examination, should be properly stored in the hospital for a reasonable length of time.

A victim of sexual assault should be given the morning after pill if she wishes. Proper information about the side effects of this pill should be provided. S.S. 21

A test should be taken for venereal disease and the woman notifiied that she will be contacted if the test is positive. S.S. 22

Throughout her contact in the Emergency Department, the woman should be made aware of the reason for all the various tests and procedures. Her consent should be obtained in order to emphasize her being in control of the situation. She should also have an option of someone being with her during the examination. S.S. 23

A key person, possibly the centre co-ordinator, should be the one who is involved with the client throughout her time in the hospital. This individual can help with explanations and support to the client and any accompanying family members. S.S. 24

After her examination at the treatment centre, the client should receive a list of follow-up services available to her. This list would include clinics within the hospital as well as various community resources. This list would give telephone numbers and a brief explanation of these services. This list should, of course, be available in a number of different languages. S.S. 25

VOLUNTARY SECTOR

D) HOSPITALS

That the woman be told that she will receive a call from the co-ordinator within a few days to check on her progress and answer any questions she might have about the contact. She would be given the opportunity to refuse this contact. S.S. 26

Any centre operating a sexual assault service should also be sillign to provide abortions for those women who get pregnant following a sexual assault. This abortion service should be above and beyond any normal quota that the hospital may have for abortions. S.S. 27

That a Metropolitan Toronto Committee on Violence against Women and Children provide for communication between and co-ordination and development of essential services.

We recommend that protocol be developed to deal with adult female victims of sexual assault, to be developed through consultations between the appropriate personnel of M.T.P.F., Crown Attorneys, hospitals and support services for female victims of sexual assault. This protocol should constitute the basis for the Sexual Assault Response Procedure of the MTPF. POL 30

E) PSYCHIATRIC ASSOCIATION

Every support service should encourage the reporting of crime by the victim, and should be permitted and encouraged to liase closely with the police and the Criminal Justice System, and to report any perceived abuse of a victim by a police officer or an Assistant Crown Attorney to the Police Complaints Bureau, the Police Sexual Assault Co-ordinator, or the Deputy Crown Attorney. C.J. 9

F) RAPE CRISIS CENTRE

Where possible and convenient, a woman arriving at a centre other than a designated sexual assault treatment centre be transferred to a specialized centre. This may be done by a variety of means:

a) Accompaniment by a friend of relative.

b) Accompaniment by the police if the woman is reporting the assault to them.

c) Accompaniment by a rape crisis worker. In this case, funds should be provided to the Rape Crisis Centre to either support the use of workers' cars for such purposes or to pay for taxi transportation of the worker and the victim.

d) By taxi with funds provided from an emergency fund at the hospital set aside for such purposes. It would be highly desirable if a member of the hospital staff could accompany the woman in this instance. S.S. 12

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The MTPF should undertake a procedure to ensure co-ordination of investigations of sexual assaults on a Metro-wide basis, including liaison with Victim Support Services and the Crown Attorney. C.J. 18

Existing written materials prepared by the various support services, such as a booklet prepared by the Rape Crisis Centre entitled "Police Liaison Handbook" should be reviewed and updated where necessary, especially in light of these recommendations. Funding should be provided for the above work if it is undertaken by support services. C.J. 12

G) SALVATION ARMY

The Committee recommends the continued funding of the Salvation Army programmes designed to provide victim support services. This includes their "Court Setting Model" (a formal example of such model is in operation in London, Ontario). Their "informal model" (already in place in Metro Toronto Provincial Courts) and their "Etobicoke model" has been in operation since August, 1980 as a pilot project of the Ministry of Correctional Services. This last project was a community based volunteer programme co-operating with two police divisions and providing a 24 hour on call service. A report of this project is available. C.J. 17

H) SUPPORT SERVICES

The sexual assault trauma syndrome video tape should also attend to the special needs that may be exhibited by immigrant women. This information could be obtained in consultation with immigrant women's groups in Metro. S.S. 16

That a Metropolitan Toronto Committee on Violence against Women and Children provide for communication between and co-ordination and development of essential servcies. S.S. 32

Increased liaison must be established between police officers and front line support service staff to familiarize staff of the support agencies with the procedures actually followed by the police in dealing with incidents of public violence. This would equip support service workers to assist victims through the police procedures and court bureaucracy. In addition, the police would be sensitized to the needs of victims, and become knowledgeable about support services available to them. POL 17

VOLUNTARY SECTOR

H) SUPPORT SERVICES

Each police officer should be issued a referral card for his/her use listing available social services within the community. A short synopsis of the nature of the service should be included. Telephone numbers of the service offered should be provided to victims (according to prior agreement with the individual services) whenever appropriate. A Routine Order should be drafted and released by MTPF to ensure the consistent and proper use of these referal cards. POL 18

I) UNITED WAY

That funding for the Rape Crisis Centre be increased to a level adequate to provide for the programs of the Centre. Such things as comfortable surroundings will make it easier for a woman to seek out this type of support service. S.S. 28

PRIVATE SECTOR

A) ADVERTISING ADVISORY BOARD

The Advertising Advisory Board Committee on Sex-Role Stereotyping consider seeking industry endorsement of the amplification of guideline #6 to be used when assessing complaints. PORN 1

Media, advertising and their advertising agencies make use of the free consultation service provided by the Advertising Advisory Board Committee on Sex-Role Stereotyping when in doubt as to the acceptability of advertising. PORN 1

Advertisers and their advertising agencies take steps to ensure that creators and users (or purchasers) of advertising are aware of guidelines. PORN 1

B) ADVERTISING AGENCIES

Media, advetisers and their advertising agencies make use of the free consultation service provided by the Advertising Advisory Board Committee on Sex-Role Stereotyping when in doubt as to the acceptability of the advertising. PORN 1

C) BELL CANADA

An assaulted woman may be in a highly disturbed state such that she does not remember the 911 number. Others may not wish to phone a number that may bring police contact. Some of these women may simply dial 0 or 411 asking for information. Telephone operators should be trained to offer to contact the police, the Rape Crisis Centre or the nearest Sexual Assault Treatment Centre. The training should be incorporated into the operator training progam run by Bell Canada.

D) BUSINESS COUNCILS

The MTPF should identify needs and initiate contact with vulnerable groups, including residential, industrial and business communities. The MTPF should develop co-ordinated programmes directed specifically at the needs of these groups, and initiate delivery of such programmes. POL 6

E) CANADIAN ASSOCIATION OF BROADCASTERS & OTHER MEDIA

Media consider inclusion of the A.A.B. Guidelines and the foregoing amplification in their own advertising acceptability codes. PORN 1

F) CABS ON PATROL

Drivers participating in the Cabs on Patrol program should be thoroughly screened so that a woman flagging down a cab would be sure of having safe assistance. S.S. 4

PRIVATE SECTOR

F) CABS ON PATROL

Drivers in the Cabs on Patrol Program should be educated as to where they should take women in need of assistance following an assault. This information could be incorporated into the training program these drivers receive. S.S. 5

Educational programs be carried out via the media to inform women of the possibility of flagging down such cabs for assistance and transportation to a treatment centre. S.S. ¢

G) COUNCIL OF TAXICAB OWNERS

As it is possible that a woman in distress may hail a taxi whose driver is not part of COP, dispatchers should be provided with a list of Sexual Assault Tratment Centres so that they can advise the driver where to take the woman. S.S. 7

The Urban Design Sub-Committee feels strongly that such programs as Neighbourhood Watch, Block Parents, and Cabs-on-Patrol should continue to be given every possible encouragement. It was plain to the sub-committee that a raised level of public awareness, combined with organizational structures for broad citizen participation will prove to be the most effective means to reduce the incidence of violent assaults against women and children in public places. U.D. 4

H) ONTARIO HYDRO

In each area municipality, a working group should be established to review systematically the conditons at each surface and subway transit stop. The reviews should encompass pedestrian routes to such stops from large apartment clusters, universities, hospitals and other centres of employment or study for women. Later, it can be extended along other streets, as dictated by the results of the new system of recording attacks.

The working groups should include representatives of the T.T.C. , the local hydro commission, public works and planning departments. Their findings and recommendations for improvements in the placement of transit stops, the surface approaches to subway stations, sidewalk locations, levels of street illuminaton, landscaping and lighting along school and park frontages, and other aspects of street safety can be forwarded to the appropriate civic department or public agency having jurisdiction. U.D. 2

Mr. Austin Cooper, Q.C., a member of the Task Force, and member of the Criminal Justice sub-committee, has requested that he be publicly disassociated with certain of the recommendations of the sub-committee on Pornography and Sex Stereotyping, as adopted by the Task Force, and that his dissent be noted as follows:

Mr. Cooper states: "I am generally opposed to the concept that the expression of sexual propaganda and the dissemination of a false and damaging image of women should be the subject of criminal prosecution. In my view, there are other means of dealing with these disturbing issues and the criminal law should not be used for this purpose."

Mr. Cooper does not agree with the recommendation that Section 159 of the Criminal Code be repealed and replaced with a proposed new definition. He states: "The proposed new definition of pornography might render criminal some works of art and would create problems in the understanding of the law and prosecution of offenders than presently exist under Section 159 of the Criminal Code."

Although Mr. Cooper agrees that it should be an offence to participate in the production of a visual representation of a person under 16 years of age in participating in any sexually explicit conduct, and agrees in principle with the crimes that would be created by proposed paragraphs 1(a) and 1(b) of the new definition of child pornography, he believes any participant should <u>in fact</u> be under 16, to be deemed child pornography.

It should be noted, however, that Mr. Cooper agrees in principle with the offences proposed to be created by Sections 1(c) and 1(d) of the child pornography section, and agrees that the "deeming" provisions in Section 2 should apply to offences to be created by Sections 1(c) and 1(d).

Although Mr. Cooper agrees that the Ontario Censor Board, with clearly defined guidelines written into its enabling legislation, should have the authority to censor films that <u>advocate</u> violence against people, he does not agree that the Municipal Act should be amended to enable municipalities to regulate material alleged to be pornographic, because of his disagreement with the definition of pornography, as worded by the Task Force.

SUB-COMMITTEE REPORTS

SUPPORT SERVICES AVAILABLE TO VICTIMS

MEMBERSHIP

The membership of the Support Services Sub-Committee of the Task Force on Public Violence Against Women and Children included representatives from community based women's organizations, hospitals, the medical profession, the Police Department, the Medical Officer of the Health Department, the Y.W.C.A. and the immigrant community.

INTRODUCTION

Women who have been sexually assaulted not only have to deal with the assault itself, but with the physical and psychological aftermath of this. It is estimated that only one out of ten women report to the police after the sexual assault. Much of this has to do with fear of the response that they will get from their families and friends, the police, medical community and public in general. A review of the existing support services underlined the fact that there are few programs available for victims of sexual assault and existing ones are inadequately funded. Services for immigrant women are especially lacking. The aim of the Sub-Committee on Support Services was to make recommendations that would improve the type of treatment and follow-up care available to such victims. In this way, it is hoped that the physical and psychological trauma to the victim will be minimized. An additional benefit may be that a better response to the victim will improve reporting, and therefore increase the chances of reducing the frequency of these crimes. It was recognized by the Sub-Committee that an essential element in creating more support for these women is the education of the public to make them more understanding of the nature of this crime.

A. INITIAL CONTACT

The first task of the victim following an assault is to decide whether or not she will go for some assistance and if so, to whom. Many women will, of course, initially contact a friend or a relative. This person may then help the victim to obtain assistance. In other cases the victim, herself, may wish to call for emergency aid. It is the hope of the Sub-Committee that eventually this crime will be free of any stigma to the victim such that all women who have been assaulted will immediately call the police. Recognizing that this attitude does not yet exist, it was felt important to facilitate the woman's getting the kind of assitance she desires most.

RECOMMENDATIONS

1. **The fact that emergency number 911 may be dialed free of charge should be emphasized in the advertising of this number.**

2. **There must be facilities at police headquarters i.e. 911 for foreign language callers. Furthermore, immigrant communities should be educated via such things as public service announcements on MTV or ethnic language radio broadcasts as to the use of this number for crises such as sexual assault.**

3. An assaulted woman may be in a highly disturbed state such that she does not remember the 911 number. Others may not wish to phone a number that may bring police contact. Some of these women may simply dial O or 411 asking for information. Telephone operators should be trained to offer to contact the police, the Rape Crisis Centre or the nearest Sexual Assault Treatment Centre. This training should be incorporated into the operator training program run by Bell Canada.

   A new program, Cabs on Patrol, has been recently started in the Toronto area. Drivers participating in this program may be additional resource people for recently assaulted women.

RECOMMENDATIONS

4. Drivers participating in this program should be thoroughly screened so that a woman flagging down a cab would be sure of having safe assistance.

5. Drivers in this program should be educated as to where they should take women in need of assistance following an assault. This information could be incorporated into the training program these drivers receive.

6. Educational programs be carried out via the media to inform women of the possibility of flagging down such cabs for assistance and transportation to a treatment centre.

7. As it is possible that a woman in distress may hail a taxi whose driver is not part of COP, dispatchers should be provided with a list of Sexual Assault Treatment Centres so that they can advise the driver where to take the woman.

B. POLICE CONTACT

A great deal of discussion was held concerning the role of the police force. The police are often the first contact the victim has and could provide a great deal of immediate support. It was recognized, however, that police officers like other people run the gamut from those who are emphatic towards victims of sexual assault to others who are hostile or suspicious. Unfortunately one difficult contact between a victim of sexual assault and a police officer can lead by word of mouth to a spread of the impression that such a victim will not get a good reception if she does contact the police. Even the most emphatic police officer has the difficult task of attempting to obtain information at a time when a woman is under a great deal of stress.

RECOMMENDATIONS

8. The training at the police college be strengthened to emphasize not only the taking of evidence from a rape victim, but also the rape trauma syndrome.

9. **The officers who offer initial assistance to the victim of assault should make it clear to her that she may contact a friend, family member or rape crisis worker to be with her during the questioning and to accompany her to a treatment centre. The woman should also be informed that, if she wishes, every effort will be made to have a female constable take her evidence.**

10. **Ongoing training should continue to be carried out in the individual police districts. We would recommend a yearly update to refresh the information of older officers and inform newer officers.**

11. **Specialized sexual assault investigations teams should be constituted. Although these teams may not necessarily include a female constable, the assaulted woman should have the option of seeing a female officer.**

C. CRISIS TREATMENT

It was recognized by the Sub-Committee that although it is an ideal that all physicians and health care centres in the province should be equipped to look after victims of sexual assault, realistically this was not going to be possible. First it would not be possible to change the attitudes of all health care workers to be empathetic to these women. Secondly, in certain areas small numbers of victims would preclude the opportunity to become adept at examining these women. It was, therefore, felt that in the Metro area central Sexual Assault Treatment Clinics be set up. Discussion was first of all held as to what would happen should a woman arrive at a hospital that was not a specialized treatment centre for assault victims. It was felt that where possible she should be transported to such a specialized centre. If this were not convenient or desirable, it was felt that the workers at the centre should have some familiarity with conducting examinations on such women.

RECOMMENDATIONS

12. **Where possible and convenient, a woman arriving at a centre other than a designated rape treatment centre be transferred to a specialized centre. This may be done by a variety of means:**

    a) **Accompaniment by a friend or relative.**

    b) **Accompaniment by the police if the woman is reporting the assault to them.**

    c) **Accompaniment by a rape crisis worker. In this case, funds should be provided to the Rape Crisis Centre to either support the use of workers' cars for such purposes or to pay for taxi transportation of the worker and the victim.**

    d) **By taxi with funds provided from an emergency fund at the hospital set aside for such purposes. It would be highly desirable if a member of the hospital staff could accompany the woman in this instance.**

13. **The sexual assault kit currently provided from the Attorney-General's office via the Police Department should be updated, where necessary to conform to the new sexual assault legislation.**

14. **All physicians should recieve information on the whereabouts, availability and use of the rape kit. This could be provided in the newsletter of the College of Physicians and Surgeons.**

15. **A good supply of rape kits should be available in all Emergency Departments. All emergency room physicians should be given additional instruction in the use of the rape kit. It should be hospital policy that any physician or nurse working in the Emergency Department see the video available through the Attorney-General's office and be familiar with the use of this kit as a prerequisite for working in the emergency ward.**

    The video about the use of the rape kit available through the Attorney-General's office was felt to be excellent. This tape, however, does focus on the evidence collecting necessary for those women who are reporting their cases to the police. Recognizing that many women do not report to the police and yet still require a thorough examination and supportive and knowledgeable treatment, it was felt that an additional video tape should be made for the education of those working in emergency wards. This tape would focus on the rape trauma syndrome indicating the types of emotional reactions a woman is likely to experience. This tape could be made in cooperation with people from the Rape Crisis Centre, the Ontario Hospital Association or Hospital Council of Metro Toronto plus the Attorney-General's office. This tape would also be available for viewing by members of other appropriate hospital departments, e.g. nurses, social workers and physicians in gynaecology, V.D. and psychiatric clinics, as well as private practitioners. Information about such a video could again be made available through the newsletter of the College of Physicians and Surgeons.

It is recognized that the responses of immigrant women may be somewhat different because of their cultural background and social pressures of their community.

RECOMMENDATION

16. **This video tape should also attend to the special needs that may be exhibited by immigrant women. This information could be obtained in consultation with immigrant women's groups in the city.**

As previously stated the Sub-Committee agreed with the concepts of setting up specific rape treatment centres. It was felt that in the Metro Toronto area five such treatment centres should be set up corresponding to the police districts. Women's College Hospital has already submitted a proposal to the Ontario's Government to allow it to become the Sexual Assault Treatment Clinic for the downtown area.

RECOMMENDATION

17. **Five regional Sexual Assault Treatment Centres should be set up. These should be locatd in a hospital corresponding to each of the five police districts.**

A great deal of discussion took place concerning the essential features of such centres. It is recognized that the regular Emergency Department is not a suitable place for the treatment of such victims. As the problems these victims face are usually not immediately life threatening, in any busy Emergency Department they tend to receive a low priority and therefore may not get the immediate attention they deserve. Many criteria were established for such rape treatment centres.

RECOMMENDATIONS

18. **The regional Sexual Assault Treatment Centres should have the following criteria:**

    a) **Space should be set aside near, but not part of the regular Emergency Department. This space should ideally include an examination room plus a room where discussions with the victim, the police or family and friends could take place.**

    b) **This centre should be staffed by a voluntary roster of physicians trained in the management of the rape trauma syndrome and in the use of the rape kit. This on-call roster should be estblished separate from the usual emergency ward roster. Although men and women should be on this duty roster, it was strongly felt that a woman physician be available if the victim should specifically request one. It is recognized that this group of physicians and nurses working in this area may experience their own psychological upheaval and burnout from working in a concentrated way with the victims of sexual assault. It was, therefore, felt that ongoing support systems and group meetings be set up for these people in order to help them deal with their own feelings about handling such victims. One useful practice may be the use of a buddy system whereby a health worker who is seeing a particularly troubling case may call up a colleague and discuss the feelings about this case with him or her.**

    c) **A coordinator be hired for each regional Sexual Assault Clinic. This individual might be a physician, nurse or social worker. The tasks of this individual include organizing of rosters, ongoing training of support staff, arranging of care for the victim, dealing with family members, acting as liaison with appropriate women's groups or health committees in the city, ensuring follow-up care is known to the victim and maintaining records.**

19. When the hospital is informed that a victim is coming in, the hospital will notify the Crisis Centre so that a worker will be available if required. When the woman arrives at the hospital, her permission is obtained to have the crisis worker come to be with her at the hospital.

20. The hospital should not insist that the client call the police, but should offer her this opportunity. The woman would be examined and treated even if the police were not called. It is recommended that the rape kit be used for all examinations in order to retain her option of deciding to call the police. The woman would have the right to refuse any part of the formal evidence collection that she found to be unacceptable to her. Evidence gathered from women not involving the police at the time of examination, should be properly stored in the hospital for a reasonable length of time.

21. A victim of sexual assault should be given the morning after pill if she wishes. Proper information about the side effects of this pill should be provided.

22. A test should be taken for venereal disease and the woman notified that she will be contacted if the test is positive.

23. Throughout her contact in the Emergency Department, the woman should be made aware of the reason for all the various tests and procedures. Her consent should be obtained in order to emphasize her being in control of the situation. She should also have an option of someone being with her during the examination.

24. A key person, possibly the clinic coordinator, should be the one who is involved with the client throughout her time in the hospital. This individual can help with explanations and support to the client and any accompanying family members.

25. After her examination at the treatment centre, the client should receive a list of follow-up services available to her. This list would include clinics within the hospital as well as various community resources. This list would give telephone numbers and a brief explanation of these services. This list should, of course, be available in a number of different languages.

A great deal of discussion was held by the Sub-Committee as to immediate follow-up for the woman. On the one hand, it was felt extremely important to contact the woman a few days later to ensure that she was aware of the resources available to her, that she was managing to cope with her problem and that she would not lack appropriate care by being afraid to initiate contact herself. On the other hand, the concern was that women at this time were feeling very much out of control of their lives and needed, wherever possible, to be given the opportunity to make their own decisions. It was also recognized that for certain women ongoing contact from the hospital would either be painful or awkward. This might be especially true of immigrant women who were anxious to keep their problems a secret from their family.

This was a difficult issue to resolve as certain members of the group felt that in a distressed frame of mind, the woman at the time of the examination might not be able to really think clearly about how she would want to be followed. It was finally decided to approach the woman in a positive manner saying that the hospital would contact her in a couple of days, but giving her the opportunity to refuse.

RECOMMENDATIONS

26. **That the woman be told that she will receive a call from the coordinator within a few days to check on her progress and answer any questions she might have about the contact. She would be given the opportunity to refuse this contact.**

27. **Any centre operating a sexual assault service should also be willing to provide abortions for those women who get pregnant following a sexual assault. This abortion service should be above and beyond any normal quota that the hospital may have for abortions.**

D. COMMUNITY RESOURCES

a) CRISIS CENTRES

It was recognized that the Toronto Rape Crisis Centre offers a number of important services including a twenty-four hour a day emergency telephone service, accompaniment to the treatment centre, provision of practical information and assistance to clients, follow-up through the court process, widespread education to individuals and other agencies and individual and group counselling. It was felt that these services are highly desirable and should be supported.

RECOMMENDATIONS

28. **That funding for the Rape Crisis Centre be increased to a level adequate to provide for the programs of the Centre. Such things as comfortable surroundings will make it easier for a woman to seek out this type of support service.**

29. **To facilitate the crisis intervention aspect of their work, it is important for the Rape Crisis Centre to have staff who have expertise in dealing with immigrant women. Extra funding would be required for this.**

b) **SUPPORT SERVICES COORDINATORS**

We discussed at great lengths the creation of additional community based services to handle the mid-term and long-term follow-up of women who have been sexually assaulted. We felt it was important to provide a range of services so that women from all types of backgrounds could find support programs in which they would feel comfortable. It was also recognized that a majority of rapes occur between people who have some acquaintance with each other. This group is much less likely to seek assistance from the police or hospitals. Such services would include individual counselling to provide both psychological support and practical advice, group therapy, support and advice for families where appropriate, and sexual therapy if necessary. It was recognized that many programs already in existence such as the Women's Counselling, Referral and Education Centre and the Rape Crisis Centre could provide more services if they had the necessary funds. New projects such as the Barbara Schlifer Centre are already being set up to provide multiple services to assaulted women. Other programs could be created by groups such as the Y.W.C.A., the Jewish Community Centres, various churches, the Immigrant Women's Centre or community based efforts such as self help groups or Block Sisters.

RECOMMENDATION

30. **Funds be set aside by such departments as the Ministry of Health and the Ministry of Social Services to be available for the development of programs for the treatment of victims of sexual assault. These funds should not be at the expense of other programs.**

In discussing the design and implementation of such programs, we came to the conclusion that they must be co-ordinated with the following tasks in mind:

1. Gathering and maintaining information on all available support programs
for women and children who have been sexually assaulted.

2. Identifyin g gaps in services in general or to particular
populations and preparing reports on those findings.

3. Liaison with community interest groups to aid in the conception
and development of necessary support systems.

4. Organization of teams of educators using staff from established services such as the Rape Crisis Centre and Sexual Assault Clinics. These teams can then train staff at new programs.

5. Provision of ongoing resource persons to support programs.

6. Liaison between Sexual Assault Clinics, community treatment centres, the police department and any other bodies whose activities concern public violence against women and/or children.

7. Specific emphasis on the needs of, and appropriate treatment for, immigrant women.

RECOMMENDATION

31. **That a Metropolitan Toronto Committee on Violence against Women and Children be established, which would function, in part, to co-ordinate and support existing and future support services, including specific emphasis on the immigrant women population.**

c) It was felt important that there also be representation from other bodies involved with the support services, such as regional Sexual Assault Clinics, various community treatment centres, the Rape Crisis Centre, the police department, the Attorney-General's office, the women's Bureau of the Ministry of Health, and representatives of the Municipalityof Metropolitan Toronto.

A further task would be to improve communication among various parts of the system, identify needs, assist in the development of programs, and advise i.e. fund raising from government and community services.

RECOMMENDATION

That a Metropolitan Committee on Violence against Women and Children provide for communication between and co-ordination and development of essential services.

NOTE:

The Sub-Committee felt that the issue of support services for child victims of assault had been dealt with by The Metropolitan Chairman's Special Committee on Child Abuse. We support the recommendations of that Committee.

The specific mandate of our Sub-Committee was to study support services to women and children who are victims of public violence. We have focused on sexual assaults as victims of other types of public violence such as simple assault do not face the same difficulties in receiving empathy and support from the community. Nevertheless, these people may suffer from post-traumatic fears and anxieties which may affect their lives and limit their activities. The Police Resource Centre

may be one agency that could facilitate the formation of support groups to assist such people in regaining their confidence. We recognize the need for more work to be done in developing services for this type of victim. It was also noted that on many occasions, concerns were raised about the victims of domestic violence. They share many similar problems such as embarassment on the part of the victim, hesitation to report the event, frequent lack of public empathy and lack of support services. The Sub-Committee wished to underline the need for assistance to this group of people. It was thought that in the future many of the programs could be expanded to meet the needs of this group.

PORNOGRAPHY AND SEX STEREOTYPING

Introduction

There has been a growing awareness, particularly over the past ten years, that we live in a patriarchal society. The structure of any society is re-enforced by its stereotypes. Sex stereotyping in the media is one manifestation of our particular society. But another, much more extreme and ugly, is pornography.

Historically in our society, any form of sex which depicts pleasure outside of marriage has been regarded as immoral. This attitude reinforces the idea of women as the sexual and reproductive property of men. In our concern about sex stereotyping in the media and the growing proliferation of the industry of pornography, we are extremely wary of being clumped together with those extreme groups who want to ban all sex outside of marriage.

Pornography depicts women and children - and less often, men - as objects to be used. In its worst forms women are bound, burned, branded, beaten, gang raped, tortured and murdered. Their nipples are mutilated, their genitals ripped. Often the victim is portrayed as enjoying this treatment.

The Task Force sees the hard pornography which has become a billion dollar industry and the soft pornography of some advertising, as part of a sexist society where power and control remain a male monopoly. It is the same society that took ten years to change the Criminal Code on rape. Many people still labour under the illusion that women "ask" for it, or actually enjoy being raped. It is the same society where elected members of the House of Commons burst into laughter when a report on wife battering was presented.

The Task Force sees pornography as a form of hate literature against women and children. If any minority group - Italians, Jews, Poles or Blacks - were being depicted as being beaten or branded for someone's entertainment, or mutilated and strung up on hooks for public amusement, laws would be passed to stop such vile acts. Women, as a group, do not have that kind of protection.

Over the past decade a growing body of scientific evidence has linked the portrayal of aggression and violence in the media with subsequent aggressive and violent behaviour in society. There is significant research that demonstrates that the portrayal of sexual violence in today's sexually explicit magazines and films can lead to an increase in their readers' and viewers' aggressive sexual fantasies, acceptance of aggression, beliefs in rape myths and in aggressive behaviour. Moreover, sex-role stereotyping in the media has been shown to have an unhealthy effect on our children's view of themselves and their ability fo fully relate to members of the opposite sex. We have to conclude, that given no change, the mass production and distribution of exploitive pornography and a continuation of sex stereotyping, can only sustain and intensify the problem of sexual violence and inequality in society.

The Task Force shares the concern of many citizens that laws should be clearly re-defined so that there is no danger that authors such as Margaret Laurence will be banned in the schools, or books such as "Ullysses" will be confiscated by customs officials at the border. Furthermore, we believe that through public education, it is possible to raise a new enlightened generation of children where boys don't believe they have to prove their masculinity by degrading and dominating women and young girls don't believe they have to put up with it.

We regulate many things in our society for the common good - cigarette smoking, some forms of advertising, pollution, what may be included in foods, and how foods and drugs may be sold. Surely we can extend the same protection to women and children. We can also decide that public places and public airwaves belong to everyone and that material that is offensive and degrading to many members of society cannot be displayed.

There can also be changes in the Criminal Code which focus on the injurious nature of pornography. We can strengthen legislation as to what can be carried by the public mail system. And we can pass regulations on broadcasting that are similar to regulations that protect other segments of society on grounds of race, creed, colour etc. by extending that protection to sex.

IMPROVING THE GUIDELINES FOR THE SEXUAL PORTRAYAL OF WOMEN AND CHILDREN

INTRODUCTION

There is widespread concern among many Canadians about the use of sexual portrayals and sexual appeals in advertising. This concern is particularly strong among women and, whether fairly or not, those most critical of advertising go so far as to link advertising's sexual portrayal of women to pornography and sexual violence. While the majority of Canadians probably do not feel so strongly about the issue, it is nevertheless true that a substantial number are increasingly troubled by what they perceived to be the use of female sexuality to sell products, and their belief that this is demeaning, insulting, and a contributor to socially irresponsible behaviour.

RESEARCH EVIDENCE

Research evidence concerning the sexual portrayal of men and women in advertising indicates that the use of sexual portrayals of women is widespread. [1] Moreover, research indicates that the numbers of such portrayals are growing, as is what Time magazine describes as "the purience of the pitch". In the view of most research analysts, blatant sexual imagery is used in advertising with considerable regularity and many ads impiy access to the female is the reward for buying and using products. Researchers note that, viewed singly, many such ads seem acceptable, but the cumulative impact of hundreds of advertisements depicting women in nude, semi-clad, provocative or submissive poses typically leaves women viewers shocked and angry by what they perceive as exploitative, degrading and dangerous sexual imagery. It should be noted that reserach indicates that the portrayal of sexually attractive women in advertising generally does not cause problems: sexual portrayals as such are not a problem, but portrayals perceived to be sexist elicit significant consumer protest.

Studies of the relationship between verbal and visual content in advertising reveal numerous instances of sexual innuendo and double entendre. Some observers believe that such ads imply that the women portrayed are sexually available to all viewers. Of particular concern is verbal or visual sado-masochistic imagery in advertising, e.g., bondage props and poses of the submissive attitude of one sex to another.

Research evidence indicates that advertising's sexual portrayal of women is growing in number and intensity and also reveals that there is justification for widespread social concern about such depictions. Although it would be gross exaggeration to contend that advertising is a sole or major cause of such social problems as violence against women, there is evidence that some advertising may play a role in perpetuating such problems. For example, a number of studies show clearly that some ads and commercials contributed to the perpetuation of sexual stereotypes: exposure to stereotyped advertising contributes to strengthen already sex-stereotyped attitudes and behaviours.

Reserach shows further that there is a relationship between media content and aggressive sexual attitudes and behaviours. Thus, when the depiction of women is sexist, degrading or violent, that depiction may contribute to the perpetuation of a critically serious social problem. The reflection of reality shown in the media and its advertising can be a powerful and pervasive substantiation of the status quo, with all the force of a self-fulfilling prophecy.

SEXUALITY IN ADVERTISING AND ADVERTISING EFFECTIVENESS

Many research studies not only delineate the social problems involved in advertising's sexual portrayal of men and women, but also explore the matter from the perspective of advertising effectiveness. [2] The evidence is strong that advertisers can produce ads and commercials which are both socially responsible and also as effective, or even more effective, than those approaches currently perceived to be offensive. Research shows that an attractive, sexy, or nude female model can increase the attention-getting power of an ad, especially among male audiences. Under some complex conditions, that model may increase favourable evaluations of the brand and intentions to buy it. However, the evidence suggests that this effect occurs because both sexes prefer to look at people they perceive as attractive and sexy. It is the attraction factor of the model, and her appropriateness to the advertrised product, that creates attention -- not the nudity per se. In fact, as the sexuality of the model becomes more explicit, the risks to the advertiser increase. Sexually explicit portrayals, such as the use of nude models, can result in less favourable brand and manufacturer attitudes and inhibit brand learning. Moreover, the sexual portrayal that is rated favourably by one group is very likely to be considered unacceptable by another: there are significant differences in perception, both between sexes and within same-sex groups. Taken as a whole, the data indicate that attractive and sexy models can aid the advertiser, but that the use of explicit sexual approaches is dangerous and potentially counter-productive. Advertisers who ignore the warning signs and continue to use sexually explicit appeals, without careful research, may be producing ads which are ineffective or at least less than optimally effective.

Advertisers who use explicit sexuality to sell may be making a serious managerial error. However, the issue is not just managerial, it also has important public policy implications. Many ads continue to exploit women's sexuality, demean them, objectify them, show violence and aggression against them, and cause widespread offense. Such ads should be unacceptable to any advertiser, no matter how effective the ad might be with some segment of the market. Healthy sexuality in advertising can be acceptable from a managerial societal point-of-view, but sexism and the exploitation of women cannot be condoned.

Successful advertising recognizes that overtly sexual or seductive portrayals are perceived as insulting, denigrating, and result in consumer turn-off. Portraying a woman as attractive and sexy, if done carefully and tested, can be acceptable.

NEED FOR GUIDELINE AMPLIFICATION

The Advertising Advisory Board Committee on Sex-Role Stereotyping administers guidelines covering all media. These guidelines were written by the Canadian Radio-Television Telecommunications Commission Task Force on Sex-Role Stereotyping in the Broadcast Media in 1980 in response to concerns expressed at that time about the portrayal of men and women in the broadcast media. The advertising industry voluntarily extended the scope of the guideiines to cover all media and established a committee to supervise industry education on the subject, to act as a receiving point for complaints from the public, and to conduct appropriate research.

In the short time since the guidelines were prepared, many advertisers have voluntarily responded in a positive way. But, as noted in the Committee's release of March 21, 1983:

"However, there is continuing concern about the use of women as sex objects. Such uses are rejected by an increasing number of Canadians today and reflect negatively on the industry as a whole."

One of the guidelines, Number 6, was written to deal specifically with such uses. It states:

> "Advertising shuld not exploit women or men for attention-getting purposes. Their presence should be relevant to the advertised product."

In 1982, of 47 advertisements deemed to be contrary to the guidelines, 14 were found to be contrary to this particular guideline and another 16 contravened it in spirit. The latter classification applied most frequently to locally-produced print advertisements for personal use products such as clothing, entertainment, travel, in which a model may have been related to the product, but the use of double entendre, semi-nudity, and/or provocative pose, gave a final impression of exploitation. They also evoked the strongest reaction from critics of the industry.

It is recognized that the committee has been responsive to public concerns in its use of Guideline #6 and that its mandate does not include revisions to the guidelines at this time. Further, it is recognized that the mandate of the Task Force on Public Violence against Women and Children covers the Metropolitan Toronto area only. However, to encourage continuing responsiveness and to aid advertisers in developing messages that are both effective and responsible, amplification of Guideline #6 is recommended. In recommending such amplification, we recognize that some products and services are considered by some Canadians to be in themselves exploitative of women and/or men. However, if legally sold, the fact that such products and services are advertised cannot in itself be considered to be contrary to the guidelines or their amplification. Nonetheless, media must continue to exercise appropriate judgement in the content and placement of such messages.

Guideline #6 and Recommended Amplication

"Advertising should not exploit women or men purely for attention-getting purposes. Their presence should be relevant to the advertised product."

(a) Advertising should not portray men or women in ways which imply or show violence, or which imply or show the excessive submissiveness of one sex to another.

(b) Advertising should never show or imply a sexual portrayal of a child of either sex, nor portray children in situations of sexual innuendo.

(c) Advertisers should use discretion in the use of nude, semi-nude, and provocative poses of clothed or unclothed models. In additon, advertisers should avoid the use of implicit or explicit sexual portrayals of either sex which can be interpreted by a significant portion of the audience to be demeaning or offensive.

(d) Advertisers should be cautious about the use of plays on words, double entendre, verbal innuendo, and sexual humour which may be interpreted by a significant portion of the audience as demeaning or offensive.

(e) Advisters should be cautioned that there is an interplay in advertising between the illustration used and the related copy. If the joint effect of illustration and copy causes a substantial audience to perceive the ad as demeaning or offensive, the ad as a whole may be deemed unacceptable under these guidelines.

It is further recommended that:

1. The Advertising Advisory Board Committee on Sex-Role Stereotyping consider seeking industry endorsement of the amplification of guideline #6, to be used when assessing complaints.

2. Media consider inclusion of the A.A.B. Guidelines and the foregoing amplification in their own advertising acceptability codes.

3. Media, advertisers and their advertising agencies make use of the free consultation service provided by the Advertising Advisory Board committee on Sex-Role Stereotyping when in doubt as to the acceptability of advertising.

4. Members of the public avail themselves to the complaint procedure of the Committee to assist in ensuring non-sexist portrayals of men and women.

5. Advertisers and their advertising agencies take steps to ensure that creators and users (or purchasers) of advertising are aware of guidelines.

Members of this Task Force question whether industry self-regulation has proven effective enough to remedy current problems. The complete resolution of this issue may require legislation. Members strongly endorse the decision in the Canadian Radio-Television Telecommunication Commission Report on Sex-role Stereotyping (Images of Women) to hold a review of the achievement of the goals of self-regulation after the two-year trial period which ends September 1984.

ENDNOTES:

1. A large body of reserach exists concerning aspects of the sexual portrayal of women in advertising and includes: analysis of the existence and nature of the portrayal; public concern and protest' consumer attitudes; social effects of sex stereotyped advertising; and relationships between media content and violence. Readers interested in referring to original source materials should consult:

   Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising. Lexington, Mass. Lexington Books, 1983.

   Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising; An Annotated Bibliography. Cambridge, Mass. Marketing Science Institute, 1980.

   George Comstock et. al. Televison and Human Behaviour. New York, Columbia University Press, 1978.

2. A large body of research also exists concerning advertising effectiveness issues related to the sexual portrayal of women in advertisements. Readers interested original source materials are referred to:

   Alice E. Courtney and Thomas W. Whipple, Sex Stereotyping in Advertising: Lexington, Mass., Lexington Books, 1983.

   Alice E. Courtney and Thoams W. Whipple, Sex Stereotyping in Advertising: An Annotated Bibliography. Cambridge, Mass. Marketing Science Institute, 1980.

   Rena Bartos, The Moving Target: What Every Marketer Should Know About Women. New York: The Free Press, 1982.

   Rena Bartos, "What Every Marketer Should Know About Working Women", Harvard Business Review, May-June 1978, p.p. 73-85.

   Rosemary Scott, The Female Consumer. New York: John Wiley, 1976.

PORNOGRAPHY AND LAW REFORM

SUMMARY OF RECOMMENDATIONS IN THIS DRAFT REPORT

2. Section 159 of the Criminal Code which defines "obscenity" by emphasizing the "exploitation of sex" should be repealed.

3. The Criminal Code should be amended as follows:

I) To include a definition of pornography to be used as the basis of a new offence;

Pornography is any printed, visual, audio or otherwise represented presentation, or part thereof of violence in a sexual context, or the presentation of sexual acts with a theme of violence, including the depiction of submission, coercion, lack of consent or debasement of any human being which presentation or depiction may include but is not necessarily restricted to:

a) violence associated with sexual acts, which violence need not occur simultaneously with the sexual act or acts; or

b) violence in conjunction with emphasis on the sexual parts of the body, whether nude or not; or

c) violence in conjunction with emphasis on nude parts of the body, whether sexual or not.

II) To include a definition of child pornography to be used as the basis of a new offence:

1. Everyone who:

a) induces, coerces or agrees to use a person under 16 years of age to participate in any sexually explicit conduct for the purpose of producing, by any means, a visual representation of such conduct;

b) participates in the production of a visual representation of a person under 16 years of age participating in any sexually explicit conduct;

c) makes, prints, reproduces, publishes, distributes, circulates or has in his possession for the purpose of publication, distribution or circulation a visual representation of a person under 16 years of age participating in any sexually explicit conduct; or

d) sells, offers to sell; receives for sale, advertises, exposes to public view or has in his possession for the purpose of sale a visual representation of a person under 16 years of age participating in any sexually explicit

conduct is guilty of an indictable offence and is liable to imprisonment for ten years, except where the primary purpose of the visual representation of sexually explicit conduct is found to be educational and provided that the overall nature of the material is found to be educational and not exploitive of a person under 16 years of age.

2. For the purposes of subsection (1), a person who at any material time appears to be under 16 years of age shall, in the absence of evidence to the contrary, be deemed to be under 16 years of age.

III Wherever appropriate, the words "obscene" and "obscenity" should be deleted and replaced by the words "pornographic" and "pornography."

4. These new definitions should be situated under a heading entitled **"PORNOGRAPHY"** separate and apart from any existing "morals" offenses currently in the Criminal Code.

5. Federal laws which have hitherto incorporated the definition of "obscenity" contained in Section 159(8) of the Criminal Code should be amended to incorporate the proposed definition of "pornography" instead.

6. The Television Broadcasting Regulations of the federal Broadcasting Act should be amended to reflect the premise that pornography is a human rights issue by adding the words "or sex" to Section 6.1(b) so that it reads as follows:

No station, network operator, or pay television licensee shall broadcast any abusive comment or abusive pictorial representation of any race, religion, creed or sex.

7. As an interim measure, the Ontario Censor Board, with clearly defined guidelines written into its enabling legislation, should have the authority to censor films that advocate violence against people.

8. The Municipal Act should be amended to enable municipalities to regulate effectively with respect to pornographic material, as defined in this report.

INTRODUCTION

Governments have historically prohibited the dissemination of obscene material because of their concern for the preservation of the moral welfare of the State. Democratic government, it is argued, rests upon the consent of its citizens - its quality and even its existence depend upon civic virtue. Certain vices cannot be tolerated, even in the most liberal society for their spread could lead to the destruction of that society. Without shared ideas on politics, morals and ethics, the invisible bonds of common thought that hold society together will be relaxed and members of society will drift apart.

Yet laws that attempt to reflect the morality of a society are subject to criticism. Morality is relative - it changes from community to community, class to class, person to person and therefore it is impossible to determine exactly what is immoral. The use of laws to enforce one view of morality on a citizenry is an unsavory concept - particularly where the determination of what is immoral is left in the hands of a small group of people.

The use of laws to protect a society from danger is a concept that is more palatable to most people. And this is precisely why laws should exist that proscribe pornographic material because pornography is injurious to women and children.

THE DANGERS OF PORNOGRAPHY

As a form of sexual propaganda, pornography both promotes and encourages the degradation and exploitation of women. Pornography supports the belief that women and children are dehumanized objects to whom no act of degradation or humiliation is of significant harm. Many maintain that pornography is the ideology of a society which creates complacency about rape, wife battering and other forms of violence against women. A society which has been inundated with material portraying women as masochistic and undeserving of protection from violence and degradation is bound to produce men who have internalized these images of women and who integrate them into their own relationships with women. The involvement of children in such portrayals of behaviour is even more suspect.

Pornography is injurious in a number of ways:

1. Pornography has been frequently implicated in the committing of crimes of violence against women and children.

2. Pornography is the vehicle for the dissemination of a false and damaging image of women.

3. The diffusion of such a distorted view of women in our society supports sexist attitudes, and thus reinforces the oppression and exploitation of women and children.

Society's tolerance of pornography, especially pornography on the contemporary massive scale, reinforces each of these modes of injury: by not disavowing the lie, it supports the myth that women are inferior and subordinate creatures. Thus, it contributes to the maintenance of a climate tolerant of both psychological and physical violence agianst women and children.

THE LAW

The problem presented by pornographic literature is complex - any attempt at a solution is even more so. A legal solution is complicated by the intermingling of emotionally charged convictions. Lack of an effective objective legal test forces the courts to make what is essentially a moral rather than a legal judgement and to perform a task for which they are not suited and for which they have not been created. Laws that have historically been defended on the basis of morality are maintained for reasons that may have little if anything to do with morality. Alcohol related offenses may have been historically proscribed because of the moral evil associated with alcohol. Yet modern law focuses on the effects that alcohol has in a real sense. The legal system tries to keep drunken drivers off the street not because we find something morally reprehensible about drinking but because we find a lot reprehensible about murder. Historically rape was proscribed because it was an intrusion on the property of another man, today we abhor rape because it is an assualt on a woman.

When a law no longer serves any purpose, that law should be repealed. When a law in and of itself is still valid but the reason for such a law has changed, lawyers try to inject new reasoning into judicial opinions. When the judiciary refuses to divest itself of outdated concepts, we attempt to rewrite the law and explicitly state the foundation upon which an act is being proscribed. To get judges to see rape as an assault it became necessary to change the name of the offense to reflect explicitly this view.

Some argue that when you "ban" something you invest it with a special "forbidden fruit" aura, that is, you make it tempting and prurient. This then created a morbid interest in the material. Thus advocates of pornography argue that if pornography is ignored and simply allowed to run its course, people will soon tire of it and its novelty will wear off. It is also argued that the record of repressive legislation is unimpressive.

While society has not been able to prevent drunken driving, vandalism, shoplifting, tax evasion, etc., we do not proceed to make them legal. We seek more effective enforcement measures. Even where the laws may not be relentlessly enforced, their very existence meets two ends: the statutes reflect community censure of a social evil; and they provide a deterrent to some.

THE FEDERAL LEGISLATION

The Criminal Code is not presently equipped to deal with the problem of pornography. Section 159(8) reads:

> Any publication, a dominant characteristic of which is the undue exploitation of sex, or of sex and any one or more of the following subjects, namely, crime horror, cruelty from violence, shall be deemed to be obscene. (emphasis added)

Sex must be a component of the publication before it can be labelled obscene. This fixation on what is to be prohibited emphasizes the exploitation of sex rather than the exploitation of people. It is not sex per se that makes pornography

objectionable, nor even the explicit representation or depiction of sexual behaviour which many people consider to be degrading to women. Rather it is material that explicitly represents or describes degrading and abusive behaviour for sexual gratification so as to endorse and/or recommend the behaviour as depicted. This Report differentiates between adult pornography and child pornography and a discussion of child pornography follows this section.

The current obscenity section is vague and subjective. The very objective of the law, "to preserve morals" allows convictions of material on the grounds that it shocks or disgusts the judge or jury. Although judges emphasize that material cannot be condemned on these grounds alone, juries have no other criteria to guide them. When judges and juries are without a comprehensive definition of the crime alleged, the defendant is left at the mercy of personal opinion. A law that is not identified in meaningful terms cannot command acceptance.

RECOMMENDATION: Section 159(8) of the Criminal Code should be repealed.

Pornography must be defined to reflect the dangers inherent in the material. The definition and accompanying headings in the Criminal Code should reflect the basis upon which the legislation is grounded. It should also provide police, prosecutors and the courts with some identification of the harm that the legislature is seeking to forestall, as well as an indication of the manner in which the courts should treat offenders.

Finally, if sex itself is allowed to remain "sinful" sex education material, frank discussion of sexuality, information on birth control and abortion could well be found to be obscene. It is important that we do not deprive people of the opportunity to obtain information about sex.

The pornographic material that we are encountering today bears little resemblance to the material that existed in the marketplace when Section 159 was first enacted. In addition the objections to current material have moved away from the premise that "obscene material tends to corrupt morals" (Section 159 is situated under a subheading that "pornographic material is injurious to woman and children". Any attempt at redefining the Criminal Code must eliminate the word obscenity.In effect the Criminal Code should create a new section, not re-write the old one, for the old one will always carry with it vestiges of its origin.

CHILD PORNOGRAPHY

The exploitation of children through child pornography, including the promotion of incest, has become more dominant in the pornography industry. In most cases, children are at a disadvantage because the adult for whom they are performing is someone they know or perceive to be in a position of authority. It is the adult who is abusing the fact that children generally trust adults and do what they are told.

This essential inequality between the child and the adult dictates that child pornography be measured by a different standard. The definition of adult to protect children (under the age of 16) adequately. The potential harm to children who are actually used by this industry, to children who become consumers of

pornography which reflects them in this way, and to children who indirectly suffer as a result of attitudes shaped by consumption of this pornography, merits strong measures being taken by society.

RECOMMENDATION: The Criminal Code should be amended as follows:

I) to include a definition of pornography to be used as the basis of a new offense;

Pornography is any printed, visual, audio or otherwise represented presentation, or part thereof, of violence in a sexual context, or the presentation of sexual acts with a theme of violence, including the depiction of submission, coercion, lack of consent, or debasement of any human-being, which presentation or depiction may include but is not necessarily restricted to:

a) violence associated with sexual acts, which violence need not occur simultaneously with the sexual act or acts; or

b) violence in conjunction with emphasis on the sexual parts of the body, whether nude or not; or

c) violence in conjunction with emphasis on nude parts of the body, whether sexual or not.

II) To include a definition of child pornography to be used as the basis of a new offense:

1. Everyone who:

a) induces, coerces or agrees to use a person under 16 years of age to participate in any sexually explicit conduct for the purpose of producing, by any means, a visual representation of such conduct;

b) participates in the production of a visual representation of a person under 16 years of age participating in any sexually explicit conduct;

c) makes, prints, reproduces, publishes, distributes or has in his possession for the purpose of publication, distribution or circulation a visual representation of a person under 16 years of age participating in any sexually explicit conduct; or

d) sells, offers to sell, receives for sale, advertises, exposes to public view or has in his possession for the purpose of sale a visual

representation of a person under 16 years of age participating in any sexually explicit conduct, is guilty of an indictale offence and is liable to imprisonment for 10 years, except where the primary purpose is found to be educational and provided that the overall nature of the material is found to be educational and not exploitive of a person under 16 years of age.

e) for the purposes of subsection 1, a person who at any material time appears to be under 16 years of age shall, in the absence of evidence to the contrary, be deemed to be under 16 years of age.

III) Wherever appropriate the words "obscene" and "obscenity" should be deleted and replaced by the words "pornographic" and "pornography".

RECOMMENDATION: This definition should be situated under a heading entitled "PORNOGRAPHY".

In order to avoid the problem of giving administrative officials the power to arbitrarily decide what materials reach the general public, the definitions of pornography must be incorporated into all legislation that deals in any way with the flow of "offensive literature".

Acts such as the Customs Tariff Act and the Post Office Act are both currently used to deter the flow of various types of material. The Customs Tariff Act empowers the Crown to "seize, destroy, or otherwise deal with goods whose importation is prohibited under Schedule C of the Act." Schedule C prohibits the importation of material "... of an immoral or indecent character." In order to define these terms Customs Officials look to Section 159(8) of the Code to see how the obscenity section has been defined. In addition they look to the sense of community standards reflected in decisions under the Customs Act concerning immorality or indecent matters.

The Post Office may restrict mailing privileges if someone is making unlawful use of the mail. What is unlawful is equated with what is an offense. If the offense charged is mailing obscene literature then obscene will be defined with reference to the Criminal Code.

RECOMMENDATION: Federal laws that have hitherto incorporated the Section 159(8) definition of obscenity should incorporate the new definitions of pornography.

There is another approach which needs to be taken when thoroughly discussing law reform. To summarize from a paper prepared by Lisa Freedman, the modern pornographer uses the techniques of the hate propagandist in his portrayal of sex, violence and power. Racists consistently portray blacks or Jews in the stereotype. Pornographers display women in a stereotypical fashion - as objects to be used sexually and then cast aside.

Name substitution, the use of derogatory terms to describe minorities helps people forget that members of these minorities are individual human beings. Pornographers use the same techniques by depicting and referring to women using derogatory terms for female genitalia.

Pornography stresses that women are sexually subservient to men and that women enjoy any treatment which a man may decide to mete out for his sexual gratification. Women do not enjoy pain and humiliation, nor do they secretly want to be raped. Women simply are not avid fans of self mutilation.

Human rights legislation at the provincial and federal level in Canada had its genesis in the drive for racial equality. Hate propaganda against blacks or Jews or other visible minorities is proscribed in the Criminal Code (albeit ineffectively).

Discrimination on the basis of race is proscribed in federal and provincial legislation, including the Television Broadcasting Regulations. "Obscenity" is defined in such a way that it is difficult to develop the argument that it should be proscribed on the basis of human rights principles.

Pornography, as defined in this draft report, is a human rights issue. A minimal first step toward acknowledging this reality would be the amendment of the Television Broadcasting Regulations.

RECOMMENDATION: The Television Broadcasting Regulations of the federal Broadcasting Act should be amended to reflect the premise that pornography is a human rights issue by adding the words "or sex" to Section 6.1(b) so that is reads as follows:

> **No station, network operator, or pay television licensee shall broadcast...any abusive comment or abusive pictorial representation of any race, religion, creed or sex.**

ONTARIO CENSOR BOARD

In light of federal provisions regulating the flow of pornography the question arises as to what justification there can possibly be for provincial censor boards which practice "prior restraint". A system of prior restraint is likely to bring under government scrutiny a wide range of expression: communication is shut off before it takes place; the procedures of the practice do not require attention to the safeguards of the criminal process; the system allows little opportunity for public appraisal and criticism; and the dynamics of the system drive toward excesses. In general any system of prior restraint presents inherent dangers that make it highly disfavoured as a form of regulation.

The justifications for a form of prior restraint take a number of different forms. First, it is argued that the Criminal Code provisions come into play only after the offense has been committed. Indeed, unless the film in question has been confiscated or the exhibition of it has been prohibited, the film can be shown until the obscenity issue is finally adjudicated.

Second, it is contended that a provincial board is required to prevent the circulation of films which are not offensive enough to attract the label "pornographic" but which nevertheless are distasteful to most. As well, provincial boards are needed to preserve local tastes in a way which may not be adquately protected by the Criminal Code.

Third, a censor board is needed to protect the interests of children who are not capable of making responsible choices. To this end these censor boards primarily classify films.

If pornography could be effectively regulated without recourse to a system of prior restraint there might not be any justification for a censor board. The reality is that changes to the Criminal Code are slow in occurring and the efficacy of any new law is not immediately apparent. It takes many years before a solid body of jurisprudence is built up that allows for a critical evaluation of any law.

If we view pornography as a danger to society then we cannot afford to wait five to ten years to see if the problem can be solved through other avenues. The Supreme Court of Ontario has recently ruled that "some prior censorship of film is demonstrably justified in a free and democratic society." The Ontario Censor Board may censor films if The Theatres Act is accompanied by regulations pursuant to its legislative authority or by the enactment of statutory amendments, imposing reasonable limits and standards.

RECOMMENDATION: As an interim measure, the Ontario Censor Board, with clearly defined guidelines written into its enabling ligislation, should have the authority to censor films that advocate violence against people.

MUNICIPAL BY-LAWS

Given Canada's constitutional framework, municipal governments are limited in their ability to fight the problem of pornography in their own cities. Many people would state that at the very least they want to keep pornography out of the reach of children and behind some type of a screen so that the unwilling do not have to be subjected to a barrage of violent imagery everytime they walk into a corner store.

Unfortunately the enabling legislation that gives municipalities the power to enact by-laws to achieve these ends is limited. Municipalities may regulate various aspects of "adult" entertainment parlours which are defined as "any premises or part thereof in which is provided, in pursuance of a trade, calling, business or occupation, goods or services appealing to or designed to appeal to erotic or sexual appetites or inclinations."

Services designed to appeal to erotic or sexual appetites or inclinations include:

(i) Services of which a principal feature or characteristic is the nudity or partial nudity of any person.

(ii) Services in respect of which the word "nude", "naked", "topless", "bottomless", "sexy", or any other word or any picture, symbol or representation having like meaning or implication is used in any advertisement.

Again we are faced with the problem where authority to regulate focuses on the sexual part of the material, not the violent. Again, the source of the power to regulate is restrictively worded and limits effective legislation to limit pornography.

RECOMMENDATION: The Municipal Act should be amended to enable municipalities to regulate effectively with respect to pornographic material.

CONCLUSION

Law Reform will not eliminate pornography from our society. Neither will the disappearance of pornography eliminate the problems that pornography has caused. The problems in our society and the violence to which women and children are subjected go far beyond imagery. People's attitudes must change and in the long run this will only evolve through positive sex education and positive depictions in all forms of the media.

Human rights legislation in Canada has evolved in response to public opinion and it has also changed public opinion and behaviour. Visible minorities can no longer be subjected (legally) to hate propaganda and discrimination. The time has come for women and children to be accorded the same respect through principles defined legally. Such protection is a crucial part of the whole for which we strive.

PORNOGRAPHY, AGGRESSION, AND VIOLENCE AGAINST WOMEN: INTRODUCTION TO A BIBLIOGRAPHY

The attached bibliography consists of approximately one thousand references to scholarly articles dealing with the prevalence of, content of, and effects of pornography. Over the past decade, several hundred research centres in the United States, Canada, England and Australia have undertaken over one thousand laboraatory and field studies on over one hundred thousand subjects concerning the effects of media depicted aggression, including sexual aggression. These scientists not only come from different countries and have studies different subjects, but also employ a wide variety of methodological approaches stemming from a wide variety of disciplines and theoretical perspectives. The conclusion of this comprehensive literature is inescapable: violent and aggressive pornography is a direct contributor to violent and aggressive behaviour. One of the most prominent scholars in the field summarized this literature in a book published in 1983:

> We have now sen that there is a direct causal relationship between exposure to aggressive erotica and violence against women.[1]

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1. Edward Donnerstein, "Erotica and Human Aggression", in Russell G. Green and Edward I. Donnerstein (eds) Aggression: Theoretical and Empirical Reviews, Vol. 2, Issues in Research (New York: Academic Press, Inc., 1983) p. 151.

Some of the highlights of the literature referenced in the attached bibliography are summarized below:

1. Pornography has become a commonplace in our society, reaching even to the corner store and the in-home television set or video-cassette player. The pornography industry is a thriving and growing industry, estimated in many billions per year.

2. The content of that pornography has become increasingly violent and aggressive in its portrayal of sexuality. Estimates of the incidence of violent portrayals on television, in movies, in commercial pornography, and on video-cassette indicate that it has increased from ten to twenty-fold in the last five years.

3. Research in communications and psychology shows that the portrayal of violence in the media contributes to subsequent anti-social behavious by its viewers. Scientists no longer question this effect; rather they now investigate to what degree antisocial behavious is elicited, from who, and under what conditions.

4. Research in experimental settings shows that the portrayal of sexual violence leads to subsequent violence against women. Under certain conditions of arousal, viewing sexual violence causes male subjects to be even more violent toward women when they view non-sexual violence.

5. Research evidence is growing that so-called 'non-violent' or 'soft' pornography also causes males to behave aggressively toward women, although less intensely than the portrayal of violence alone or the portrayal of sexual violence.

6. While social science shows unequivocally that exposure to violent pornography is a contributor to sexual aggression and violence, the rules of scientific evidence make it difficult, if not impossible, to prove that it is the direct cause of such behaviour. However, as prominent scientists have noted, neither has the Surgeon General unequivocally proven that cigaratte smoking is a direct cause of cancer in human beings. Both, however, have accumulated compelling evidence of causal links.

These findings, and many related findings described in the literature, indicate ample justification for our society to take steps toward the elimination of violence and aggressive pornography. Indeed, the evidence of the negative and anti-social effects of such material is so strong that it indicates that it is imperative that we take such steps quickly. The weight of the scientific evidence is such that this Task Force recommends active steps to limit and control violent and aggressive pornography.

PORNOGRAPHY, AGGRESSION AND VIOLENCE AGAINST WOMEN AND CHILDREN:

A BIBLIOGRAPHY

Compiled by David A. Scott

With the help of Cathy Park and Alice Courtney

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NOTE: A complete copy of the bibliography is available upon request. A copy of Dr. Thelma McCormick's paper Making Sense of Reserach on Pornography is also available.

POLICING

During the period that the Task Force was called and the Policing Sub-Committee was meeting, the Metropolitan Toronto Police Force (MTPF) has been undergoing a major reorganization as a result of the consulting report of the firm Hickling Johnston Limited. This reorganization will result in the implementation of what is known as the "zone policing model;" a system designed to make particular officers familiar with areas to which they are assigned and over which they are given full responsibility. The major impact which the reorganization is attended to have in addition to increasing the familiarity of officers with the communities they serve and increasing the familiarity of citizens with the officers serving their community, will be to permit front line police officers to take increased responsibility for the incidents of crime fallings within their areas.

Our recommendations in the area of the police organization tend to reinforce some of these intended developments. The timing of the implementation of the new police force structure, coinciding as it has with the work of the sub-committee, has influenced our ability to make recommendations. We have also made several other recommendations which we consider of considerable importance in assisting the police to better respond to the needs of victims of public violence and which we anticipate should be included in the currently ongoing reorganization process.

The mandate of the police sub-committee, drawn from the Terms of Reference of the Task Force on Public Violence against Women and Children follows:

2. A review of the current and potential use of the board range of crime prevention programs available through the Metropolitan Toronto Police Force and an examination of ways in which to broaden community participation in the crime prevention activities.

7. An analysis of crime statistics of violence against women and children based on geographic, demographic and socio-economic factors which may indicate trends and patterns; and ways in which these crimes are reported and recorded including an assessment of deficiencies in current methods.

9. Consultation with the Metropolitan Toronto Police Force on development of police personnel as a deterrent to public violence against women and children on the role of police in responding to women and children who are victims of public violence.

In addition, we included in our mandate, in response to the number of briefs which we received addressing particularly the problems of safety on public transit, an investigation of the safety of the Toronto Transit Commission system and an examination of the necessity of alternative transportation systems for women and children.

We wish to thank everyone who presented briefs to the Task Force regarding their concerns in the area of policing and street violence against women and children. Their concerns formed the framework for our discussions in committee and alerted us to the areas where victims of street violence against women and children experienced real difficulties in dealing with the MTPF. We have thoroughly discussed the various recommendations made and attempted to address these concerns.

As part of our work an in-depth examination was made of reported non-domestic incidents of violence involving women and children which took place in 1982. Our findings will be presented in further detail in an appendix to this report.

At the outset it is important to state that Toronto is a generally safe city. In comparison with other large metropolitan areas in North America, Metropolitan Toronto has the lowest rate of violent crimes. The actual risk of women and children becoming victims of violence in public places is far less than the perceived risk of becoming a victim. This information is not given as an attempt to dismiss the seriousness of those violent incidents involving women and children but rather it is an attempt to place into perspective the dreadful murders and other violent incidents of the summer of 1982. Our research does not enable us to predict the likelihood of becoming a victim of violence. However, it does enable us to state that these events do appear to be random in where they occur in the city, and that very few other trends appear to be identifiable. Moreover, our review of the statistics does enable us to make recommendations by which the community, governmental and other agencies, and the MTPF can take positive steps toward lowering the actual risk to potential victims.

However, it is also recognized that it is not only the actual risk of danger which will cause women to change their behaviour, by becoming fearful, or adopting a "siege mentality", but also the perceived risk. It is our position that both the perception of risk, as well as the actual risk, deserve a public response.

Therefore, recommendations in this report are put forward as an effort to assist in decreasing the actual risk of public violence against women and children, and, as importantly, to enable the public to acquire an accurate perception of the actual risk.

Crime Prevention

The second volume of the Hickling-Johnston report sets out an envisioned new role and responsibility for the police constable:

> "In the future, the Constable will be expected to assume a much larger role in the area of community relations, public education and crime prevention. Simply put, responsibility for the performing of these activities should not be that of specialist resources in the Division, but rather should be incorporated into the day to day responsibilities of all police personnel. In responding to a break and enter call, for example, responsibility for explaining "Operation Identification Program" should be that of the Investigative Constable and not a Crime Prevention Officer. (p.p. 52-53)

It must be also noted, however, that the police cannot prevent crime alone; all police-initiated crime prevention programmes are reliant on public participation and cooperation. The media can also play a positive role in promoting these programmes.

Recommendations

1. Crime prevention must be made a higher priority of the MTPF.

2. A publicity campaign should be launched by the MTPF to increase public awareness of MTPF crime prevention programmes and to increase community participation in these programmes.

3. As a follow-up to the publicity campaign, we recommend that the MTPF encourage the media to alert the community to crime problems and crime prevention techniques in order to ensure continued support for MTPF crime prevention programmes.

4. The MTPF should continue to update their pamphlets, brochures and other materials distributed to the public. This should be done in consultation with the community to be served, in order to ensure recognition of its needs.

5. The MTPF should establish a coordinated program for development and distribution of public education materials on crime prevention programmes and community safety issues.

6. The MTPF should identify needs and initiate contact with vulnerable groups, including residential, industrial, and business communities. The MTPF should develop coordinated programmes directed specifically at the needs of these groups, and initiate delivery of such programmes.

7. Specific to the safety of children, the MTPF should continue to cooperate with community related programmes dealing with child safety. We also recommend that the MTPF enhance its current safety programmes which deal with traffic and personal safety, by continuing to develop programmes directed specifically at child safety needs.

Recommendations in Relation to Police Officers and the Crime Prevention Function

8. The MTPF should supplement the initial training of the generalist constable with courses emphasizing crime prevention methods and victim needs.

9. The Crime Prevention Officer's training course should be made available not only to all Crime Prevention officers, but also to all Zone Commanders within the Force. We also recommend the Crime Prevention Officers and Zone Commanders be responsible for training of generalist constables in crime prevention techniques.

10. Crime Prevention training should be built into all in-service training courses.

11. It is important to have capable police officers with an interest to serve as Crime Prevention officers and those officers interested in this area should be encouraged to enter into this vital, proactive role. It is recognized that this type of work takes time to develop in the way of contacts and expertise and this expertise should be given strong consideration in view of promotion.

12. In order to attract and keep the calibre of Officer required to introduce Crime Prevention programmes to the communities, the Crime Prevention Officer's position should be recognized by giving it equal status with that of the Community Service Officer within the Force.

Community Relations

An ongoing, positive relationship between the police and the community served is necessary to ensure that victims of sexual assault are not constrained in reporting of such crimes by a general fear or distrust of police, or the role police play in the criminal justice system. In addition, all communities must be made aware of the role of the police, and the services they can provide.

13. All respects of the Community Education programmes must be available to non-English speaking communities, including liaison with agencies or groups that serve those communities.

14. Police officers should each be issued with business cards containing their name and their telephone number at the police stations where they can be reached. They should be available to be left with members of the public where appropriate.

15. To enhance a positive and human interaction with the public uniformed officers should be required to wear name tags as well as numbers on their uniforms.

16. The civilian station duty personnel hired should be hired with an eye to their interpersonal skills, as well as their organizational and administrative skills. They should be trained to emphasize the community relations function of their work.

Response to Victims

A good response to victims of street violence is necessary from all police officers. This is achieved both through a positive encounter between the victim and the attending police officers and through positive interactions between the attending police officers and front line support service workers assisting the victim. In order to better facilitate such relations we recommend the following:

Recommendations

17. Increased liaison must be established between police officers and front line support service staff to familiarize staff of the support agencies with the procedures actually followed by the police in dealing with incidents of public violence. This would equip support service workers to assist victims through the police procedures and court bureaucracy. In addition, the police would be sensitized to the needs of victims, and become knowledgeable about support services available to them.

18. Each police officer should be issued a referral card for his/her listing available social services within the community. A short synopsis of the nature of the service offered should be included. Telephone numbers of the services should be provided to victims (according to prior agreement with the individual services) whenever appropriate. A Routine Order should be drafted and released by MTPF to ensure the consistent and proper use of these referral cards.

19. Police officers should receive additional training to sensitize them to the special needs of women and child victims of violence on the street.

Training

It is recognized that the preceding recommendations regarding Crime Prevention, Community Relations and Response to Victims will require extensive training of the generalist constable, zone commanders and other supervisors. The Response to Victims section of such training should place special emphasis upon the needs of victims of sexual assault and physical violence against women and children.

20. These courses should be made available immediately at the C.O. Bick College. These topics should also be made available to the generalist constable in each station in the form of video presentations.

21. Subjects covered should include:

Purpose of Crime Prevention
Training the Generalist Constable
Target Hardening
Victim Assistance
Problem Identification
Problem Solving
Planning Programmes
Social & Support Services Available
Crisis Intervention
Policing A Multi-Racial & Multi-Cultural Community
Use of Media
Effective Preventatives
Communications
Senior Citizens as Victims
Merchant Training
Juvenile Diversion
Sexual Assault Response Procedure

22. The proposed zone policing model must have an improved job review structure within the MTPF which emphasizes the crime prevention, community relations and response to victims functions of the police officers new role. Administrative supervision and review must take into account the importance of these functions when assessing the individual officer's performance.

Women and the MTPF

We acknowledge the attempts by the MTPF to recruit more women to address and improve its existing ratio of approximately 4% women of the uniformed force. We have examined the employment application and procedures of the MTPF and find that it does not discriminate in any apparent ways against women: applicants must accumulate a certain number of points before reaching the physical fitness and interview stage, and the point system takes into account women's lower average height.

However, recruitment and deployment of women officers is pertinent to our mandate in a number of ways. Many female victims of sexual assault have said they feel more comfortable dealing with a female police officer. It is this Sub-committee's position, however, that every police officer should be trained to be sensitive to a victim's needs. Although increased numbers of female police officers may increase the number of reports of sexual assaults, because victims see the MTPF as being more "sympathetic", better training for all would accomplish the same goal, across the Police Force. Women officers should not be pulled from their regular duties to deal with such victims. Increased numbers of women officers, however, would ensure a better chance of having a woman officer assigned to respond to such victims as part of her regular duties as generalist constable, or supervisor.

It is important that the MTPF reflect the make up of our community, and the presence of a significant number of female officers may aid in sensitizing some male officers to victims needs.

Finally, the presence of competent officers, who are also female, will aid in the image of women as authority figures, and the self-image of women generally: as one of our members put it "When I see a woman police officer, and know she can do, and is doing all facets of police work, it makes me feel that I, too, would be able to handle any problems that may arise."

It must be noted, however, that we believe women officers should not be streamed into those areas of specialization dealing with women or children but given equal and full opportunities for career development within the Force.

Finally, it is the position of the Committee that the merit principle must continue to apply: that is, the best candidate should continue to get the job, or the promotion. To do otherwise would cast unfair and unfounded doubt about the abilities of women officers now and in the future. We feel, however, that the goals set out above, with regard to increased representation of women at all levels of the MTPF can be accomplished, without sacrificing the merit principle.

Recommendations

24. The MTPF must increase its recruitment of women into the force.

We acknowledge that the MTPF is currently undergoing economic restraints resulting in its ability to do no more than replace officers leaving the force. At the same time, an increased effort must be made to actively recruit qualified women, and where female applicants are equal to male applicants, they be given the priority.

25. Women police officers should continue to be given identical job assignments and potential for promotion or special assignments within the force as their male counterparts.

26. Female police officers should be given encouragement and, where equal in consideration to their male counterparts, priority, in attending courses and conferences providing them with better police training leading to promotional opportunities. Efforts have been made at the MTPF to introduce more females into the policy and planning stages of the department, through hiring of civilians.

27. We recommend that more women, both civilian and uniformed, be introduced at the policy and planning levels of the force. Because the MTPF is currently in flux due to implementation of the Hickling Johnston recommendation, the MTPF will be conducting ongoing evaluations and assessments of the implementation.

28. The MTPF should undertake to include the recommendations of this Task Force in its implementation and evaluation strategies.

29. The MTPF should include women in the ongoing evaluations and assessments of implementation of the Hickling Johnston Report and this Task Force.

Police Deployment

Our analysis of reported occurrences during 1982 indicates no geographical or situational (i.e. subway stations) zones more at risk: the occurrences are random. Therefore, no recommendations are made with regard to increased police coverage in any particular zone or area. In addition, we do not recommend increased recruitment. At present, our police public ratio is one officer to 391 citizens; Calgary with one officer to 510 citizens; Winnipeg with one officer to 544 citizens; Edmonton with one officer to 484 citizens; and Vancouver with one officer to 409 citizens. We support the Hickling Johnston recommendations regarding the redevelopment of available personnel, through the zone policing structure.

Various briefs recommended that a specialist detective squad to deal with sexual assault victims be instituted. The increased training in dealing with victims recommended above should supersede this need, as well the establishment of Sexual Assault Treatment Centres in each of the 5 police districts. A single specialist squad would require unnecessary movement of personnel, police, and support service workers, as well as victims.

A protocol is currently being developed between the police department, support services personnel and hospitals to deal with victims of child abuse. A similar protocol should be developed to deal with adult female victims of sexual assault.

30. We recommend that a protocol be developed to deal with adult female victims of sexual assault, to be developed through consultations between the appropriate personnel of MTPF, Crown Attorneys, hospitals and support services for female victims of sexual assault. This protocol should constitute the basis for the Sexual Assault Response Procedure of the MTPF.

Data Collection and Processing of MTPF

Hickling Johnston has recommended an increased use of contemporary technologies in the MTPF's information and communications. For the purposes of public information and strategic planning, information currently available only through manual search, should be included in the data collection system.

31. We recommend that the updating of the data collection technology of the MTPF include a revision of the coda schema and nature of the data coded to permit rapid computer searches for information which presently can be obtained only through manual search (for example, the relationship of an alleged offender to a victim, the method of approach, and so on). Such an updated coding schema will serve both the MTPF Management Information System and Strategic Planning System and the public seeking information.

Safety and the Toronto Transit Commission

"Transit crime is high profile crime."

In 1982 the Toronto Transit Commission carried 401,150,000 revenue passengers through their 240 square miles of area and 1300 km of routes. During 1982 there were 881 criminal offences against passengers reported to the police. One incident may result in the laying of more than one criminal charge, but even if each offence represented one incident, this would be an average of less than twocriminal offences per day through the entire system, which carries in excess of one million passengers per day.

Our investigation indicated a high degree of concern and responsiveness on the part of the Safety and Security Department of the Toronto Transit Commission. The Toronto Transit system is policed by the Metropolitan Toronto Police who make regular patrols and respond to calls for assistance from the public concerning incidents on the transit system, either made by the citizen or by the Transit personnel at the request of citizens. In addition, Toronto Transit commission plain clothes Security Investigators patrol the system during all operating hours.

The Toronto Transit system is remarkably safe by any standards. Of the 881 offences reported to the police in 1982, 52% involved reported thefts; 34% or only 299 offences involved some form of assault; 94 or 10% were reported incident acts and the remaining 4% involved a wide range of other offences. These figures take into account incidents in commuter parking lots and at transit sheriters as well as on the system itself. Incidents of assault frequently involved persons known to each other prior to coming on the transit system.

Because transit crime is high profile crime, there is an unfounded public perception of the degree of dangerousness which exists on the transit system. The Toronto Transit Commission also suffers from a public willingness to tie incidents of crime occurring off transit property but in the environs of transit facilities or involving persons who have left transit vehicles, to the picture of a dangerous transit system. The perception of dangerousness is not reflected in the figures of crimes reported to the police.

The briefs presented to the Task Force on a number of occasions suggested an alternative transit system be established for women and children to provide door to door service in the evenings. We took as our model for an examination of this possibility the Dial-a-Bus system which had a short-lived existence in 1973 and 1974 in Metropolitan Toronto. Dial-a-Bus was a prohibitively expensive system which in fact was used mainly during peak periods of normal transit use, and died a quiet death through under-utilization. As a commercial venture, a women's mini-bus service would not be feasible: publicly funded it would be in deficit and would undermine the major transit system by removing its revenues. Our examination of this has resulted in our conclusion that an alternative system would not be viable and that the resources available should be concentrated on improving the safety and confidence of the public in using the current Toronto Transit System.

At present, the Toronto Transit system has incorporated a number of safety features. Transit personnel operate in co-opeation with emergency response agencies such as the Police, Ambulance and Fire Departments through the Transit Control Centre which has instant communication between radio-equipped Toronto Transit Commission Mobile Supervisory and Maintenance Vehicles, subway train crews and emergency response personnel.

All subway cars are equipped with yellow Passenger Assistance Alarm strips, located above the windows. These are to be used by passengers witnessing or experiencing any kind of emergency. The pressing of the alarm activates audible signals in the car and in the Motorman's and Guard's cabs, and activates an indicator light on the exterior of the "incident car." Police are called immediately, as are any other necessary emergency personnel, to be available at the next station. In 1982 the alarms were used 445 times, including 183 security related incidents. Subway stations are equipped with public telephones which include coin free access to 911.

Complaints of improper lighting are responded to immediately.

All surface vehicles are equipped with an emergency alarm system which can be activated by operators. When the alarm system is activated, the horn will sound, emergency flashers stoplights and/or gongs sound and lights pulsate, drawing public attention to the vehicle.

A new system called Communications Information System has been introduced to some 200 buses in Toronto which provides bus drivers with direct communication to notify authorities of the need for assistance. This Communications Information System has proved highly effective and is considered to have a high deterrent effect.

There appears to be a very low reporting rate of criminal incidents on the transit system. Policing the transit system is part of the function of the Metropolitan Toronto Police and citizens can only be encouraged to report criminal incidents involving themselves or coming to their attention. The Toronto Transit Commission has prepared a brochure entitled Transit Safety which is currently being distributed in English to inform the public of the procedures for safety available on the Transit system.

RECOMMENDATIONS

32. That the installation program of the Communications Information System capability in all surface transit vehicles be accelerated.

33. That the Metropolitan Toronto Police Department continue to ensure the inclusion of Transit facilities within the areas designated for Police officers.

The visibility of Metropolitan Police Force personnel on the transit system provides an effective deterrent and instills increased public confidence in the system. The introduction of zone policing should ensure familiarity of Police Officers with potentially dangerous areas around transit facilities which required increased surveillance.

34. That the Toronto Transit Commission continue to provide information talks to schools and interested public groups on the ways of reporting crime and the safety features of the transit system.

It is recognized that transit schedules are drawn up in order to satisfy the anticipated passenger traffic along a total route and to make adjustments at one point undoubtedly impacts upon the time of arrival at the other stops along the way, and at transfer points. The Toronto Transit Commission has attempted to be responsive to consumer requests in terms of the scheduling of their surface vehicle routes to coincide with major use, particularly in isolated districts such as industrial areas. There is a strong commitment to continue this responsiveness.

35. Where appropriate the Toronto Transit Commission should attempt to make these public information sessions available in languages other than English.

36. It is recommended that commercial and industrial employers communicate with the Toronto Transit Commission's Community Relations Department to confirm the availability of transit service at the end of work shifts, and if necessary consider minor adjustments to hours of work which might be beneficial to their employees.

CRIMINAL JUSTICE

I MEMBERSHIP

The membership of the Criminal Justice Committee on the Task Force on Public Violence Against Women and Children included representatives from the Faculty of Law - University of Toronto, the Toronto Criminal Defence Bar, the Metropolitan Toronto Police Force - Investigative Support Squad and Bail and Parole Unit, a Correctional Services Representative for the Salvation Army and the Toronto Crown Attorney's Office.

II OBJECTIVE

The Criminal Justice Committee was asked to examine areas within two of the nine terms of reference of the Task Force. Specifically, the committee was concerned with:

1) An assessment of the effectiveness of the criminal justice system in deterring public violence against women and children including the prosecution of offenders, and the role of corrections, probation and parole systems.

2) An assessment of existing and emerging services available and additional services required to assist victims of public violence within the criminal justice system.

It is perhaps trite to make the point that any services provided to smooth the victim's course through the justice system serves two purposes: -

1) increasing the likelihood of crime reporting and subsequent apprehension of the offender; and

2) increasing the effectiveness of any subsequent prosecution and the likelihood for the ultimate conviction of the offender.

The Criminal Justice Committee approached its task on the basis that the main function of the Task Force was to deter public violence. The Committee is of the view that this objective can be considered in relation to the criminal justice system under three headings:

i) Effectiveness Prosecution of Offenders

ii) Effective Judicial Disposition of Offenders, and

iii) Public Confidence in our current Justice System

The Committee has also attempted to address certain concerns expressed during the public hearing including the following:

i) inadequate sentences imposed for convicted offenders

ii) treatment of the victim/witness by the justice system, and

iii) early prison release programmes (eg. Parole, Mandatory Supervision, Temporary Absence Passes). These were analysed in light of the recent publicity surrounding violent offences committed by convicted offenders released under such programmes.

Effective Prosecution of Offenders

A) Reporting Criminal Offences

The Committee believes that the prompt reporting of criminal offences by the victim is one of the most important factors in deterring public violence. Historically, sexual assaults have had a very low rate of reportage. The Committee believes that every effort should be made to change this pattern. The recommendations following are intended to encourage victims to report, by ensuring appropriate action by the Criminal Justice System in dealing with victims, and by ensuring that victims are aware of the workings of the Criminal Justice System. In addition, support services who deal with victims must also encourage the reporting of crime by the victim, and be permitted and encouraged to liaise closely with the police and the Criminal Justice System.

Recommendations

In the past, some of the stated reasons for the non-reporting of crimes by victims have been:

a) fear of publicity about their assault;
b) fear of not being believed by the police;
c) the court ordeal: many cases can take 2 years or more;
d) fear of reprisals by the woman's assailant;
e) belief that the offender will, in most cases, be acquitted.

In an attempt to address these concerns, the Committee recommends the following:

1) With regard to the fear of publicity, it is recommended that the Assistant Crown Attorneys be required to request a ban on publication of the victim's identity as provided for in the Criminal Code, or any information which might lead to her identification. In this regard, the Metropolitan Toronto Police Force should review its news release policy to ensure these protections are provided.

2) With regard to the fear of not being believed, it is recommended that police officers investigating such crimes committed against women and children be specially trained to be aware of and sensitive to the victim's needs. Police officers should give complainants as much information as possible about the status of the case, for example, whether there is sufficient evidence to lay a charge.

3) In addition, it is recommended that women and children reporting sexual assaults be allowed accompaniment by a support person throughout the investigative and court processes if they wish except for those portions of interviews which must be held with the victim alone, to avoid prejudicing the case. The needs of women who have English as a second language can be met by a translator (either chosen by them or provided by the police if possible). Guidelines should be established by Crown Attorneys for the role of the support person, to avoid allegations of coaching or coercion.

4) With regard to the fear of the court ordeal, it is recommended that the existing policy within the Crown Attorney's Office providing for continuity of prosecutor assigned to individual cases be reaffirmed and adhered to. It is also important that there be continuous communication between the Crown Attorney and the complainant for the duration of the court process and, at minimum, a pre-trial conference between the Crown Attorney and the victim. See the recommendations in the Victim/Witness Support section of this report.

5) With regard to the fear of reprisals, it is recommended that Crown Attorney's request that persons charged with serious violent sexual crimes not be granted bail, and that persons charged with any sexual crime be required, if released, to have no contact with the complainant, such contact constituting a breach of a bail provision, or a further offence.

The Committee also recommends that in cases of conviction for crimes of violence the Attorney General implement a policy directing Assistant Crown Attorneys to request the period of probation in addition to any sentence in a provincial institution. This will fill an existing knowledge gap acknowledged by the Metro Police are not advised of an inmate's release date and return to the community. It is understood that there are adequate provisions already in place with respect to federal sentences as both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return.

6) Further, it is recommended that all police officers and criminal justice personnel be made aware of, and be sensitive

to, the needs of women and children who have been threatened by their assailant, including referrals to appropriate support services, and explanations of the limits of police power.

7) With regard to the belief that the offender will, in most cases, be acquitted, the Committee reiterates the importance of the special training recommended for police officers in both sensitivity and investigation techniques, which should lead to more complaints being determined to be "founded" resulting in the laying of criminal charges.

8) Inaccurate or incomplete information about the reporting of sexual crimes, and the Criminal Justice System can often make these procedures inaccessible. The Committee recommends that the Attorney General and the Metropolitan Toronto Police undertake public education campaigns to make the public aware of all aspects of the reporting and court room procedures with respect to sexual offences, e.g., what constitutes "sufficient" evidence, possible length of trial, rights of the complainant, including information regarding the Public Complaints Commission and the Criminal Injuries Compensation Board.

Given the emotional and physical effects of sexual assault of women and children, the Committee believes that a positive approach to reporting by the first person having contact with the victim is important.

Support services are often involved with women and children throughout the reporting and court process. To ensure that these services can provide as much support as possible, the Committee recommends that:

9) Every support service should encourage the reporting of crime by the victim, and should be permitted and encouraged to liaise closely with the police and the Criminal Justice System, and to report any perceived abuse of a victim by a police officer or an Assistant Crown Attorney to the Police Complaints Bureau, the Police Sexual Assault Co-ordinator, or the Deputy Crown Attorney.

10) In addition to the police advising the victim of the status of any investigation or charges, any support services involved with a complainant should also be advised, including advice as to trial results. Such information will allow the support worker to better prepare clients for the criminal justice process.

11) There should be further liaison and discussion between support services, such as the Rape Crisis Centre and both the Police Force and the Crown Attorney's office.

12) Existing written materials prepared by the various support services, such as a booklet prepared by the Rape Crisis Centre entitled "Police Liaison Handbook" should be reviewed and updated where necessary, especially in light of some of these recommendations. Funding should be provided for the above work if it is undertaken by support services.

B) **Victim/Witness Support**

Recommendations

13) The Committee recommends a review of the existing provision payment of witness and amendments to The Administration of Justice Act, increasing such payment.

14) In the short term, transportation and babysitting services should continue to be provided by victim/witness support services to reduce the inconvenience of attending to testify, and existing funding increased accordingly.

15) The Committee recommends that the feasibility and funding of some of the existing witness support pilot projects be studied. The Ministry of the Attorney General has recently done experimental work in this field, including programmes to keep the witness appraised of the status of the case and required court attendances.

16) The Committee recommends better funding of existing support services to permit them to broaden their service to include court support for victims of sexual assault. In addition, the Committee recommends the funding of additional victim support services, recognizing that existing services do not cater to all victims of violence, specifically, non-sexual offence victims, children and the elderly.

17) The Committee recommends the continued funding of the Salvation Army programmes designed to provide victim support services. This includes their "Court Setting Model" (a formal example of such model is in operation in London, Ontario). Their "informal model" (already in place in the Metro Toronto Provincial Courts) and their "Etobicoke model" has been in operation since August 1980 as a pilot project of the Ministry of Correctional Services. This last project was a community based volunteer programme cooperating with two police divisions and providing a 24-hour on call service. A report of this project is available.

C) **Adequate Police Investigation**

The Committee recognizes the need to provide the victim of violent crime with sympathetic and supportive treatment from the police. It

also recognizes the need for the skillful investigation of violent offences to improve chances of conviction. Finally, the Committee identified a possible need for the coordination of the investigation of sexual offences on a Metro-wide basis.

Recommendations

18) The MTPF should undertake a procedure to ensure coordination of investigations of sexual assaults on a Metro-wide basis, including liaison with Victim Support Services and the Crown Attorney's Office.

19) The Committee recognizes that children as victim/witnesses present unique problems. Therefore, it is recommended that the report of the Metro Chairman's Committee on Child Sexual Abuse be considered where adaptable to situations of public violence against children.

20) The Minister of Justice and the Solicitor General of Canada, together with the Ministry of the Attorney General, the Solicitor-General and the Secretariat for Social Justice of Ontario, should undertake a consistent compilation and review of statistics regarding the number of cases prosecuted and conviction/acquittal rates, together with an analysis of data on the nature of the occurrence, the assailant and possible effects thereof on prosecution and disposition. In addition, a statistical study of the effect of the new sexual assault legislation should be undertaken in regard to the following:

    a) the number of reported sexual assaults;

    b) the percentage of reported cases that are prosecuted, including a breakdown of the reasons that cases are not pursued (declared unfounded);

    c) the percentage of prosecuted cases resulting in convictions before a judge and before a jury;

    d) the percentage of prosecuted cases resulting in convictions on lesser and/or included offences;

    e) the percentage of prosecuted cases where the charge is pleaded down.

D) Effective Judicial Disposition of Offenders

The Task Force received briefs and oral comments from the public expressing concern about release of convicted offenders who may still be dangerous. One factor of particular concern was the early prison release programme (mandatory supervision).

It was the consensus of the Committee that it was not these programmes with their inherent failures that should be the source of concern, but rather the failure of any term of incarceration to identify, treat, or control those dangerous or violent offenders who have potential for further violence. The Committee did look briefly at Bill S-32 which contains proposed amendments to the Penitentiary Act and the Parole Act. These proposed amendments attempt to deal with situations arising when an inmate is released subject to "mandatory supervision" or parole and does something subsequently during the balance of his sentence that causes his parole or mandatory supervision to be revoked (sometimes the commission of another offence). Essentially, in such situations, it proposed that such inmates forfeit all remission (earned and statutory) standing to his credit at the time of his release and that limitations be placed on further eligibility for remission once recommitted.

The Committee also considered the present problem of "gating" in relation to violent offenders forced to be released under mandatory supervision and then immediately recommitted.

It is the consensus of the Committee that the Task Force should focus its concern on other aspects of the dispositional stage, keeping in mind that a convicted offender will sooner or later always be returned to the community with the imposition of a determinate sentence. It is the understanding of the Committee that the differences in supervision provided to inmates released by parole or mandatory are minimal and, further, that the rate of recidivism is about the same regardless of the aspect of early release. Therefore, the Committee believes that issues other than early release programmes ought to be considered.

Recommendations

21) The Ministry of the Attorney General, the Federal Minister of Justice, and the Federal Solicitor General should undertake a review of acquittal/conviction statistics for sexual or violent crimes, including an evaluation of current sentencing practices and the effectiveness of sentencing practices should be considered in relation to the following offences: homicide (distinguishing those homicides which include sexual assault), assault, sexual assault, robbery (e.g., purse snatching).

    Sentencing precedents in relation to these offences should be compared over the past few years and compared to other violent crimes not particularly affecting women (such as bank robberies) and property offences to determine significant trends.

22) This review of sentencing precedents with any apparent trends ought to be made available to every Assistant Crown Attorney to enable him or her to make effective submissions as to sentence.

23) The Committee recommends further that the focus be on more effective rehabilitation of offenders to reduce the dangers inherent in the inevitable release of dangerous offenders not rehabilitated during their incarceration.

It is recognized that presently, the likelihood of rehabilitating dangerous offenders in the prison system is slim. Therefore, it is recommended that funds be made available to study the factors responsible for causing violent behaviour and possible methods of improvement in predicting not only which offenders will continue to be dangerous, but also recidivists. Further, it is recommended that there be a study of creative options to incarceration without rehabilitation, such as treatment centres.

The Committee also recommends that the Criminal Code be amended to provide for the incarceration of dangerous psychopaths in psychiatric facilities within the correctional system. The Committee also recommends that funding be provided for programme and facilities to treat prison inmates with psychiatric problems.

24) The Committee advocates more awareness of the potential use of the "Dangerous Offender" provisions in the Criminal Code. These provisions essentially provide for the imposition of a sentence of detention in a penitentiary for an indeterminate period, with review by the Parole Board after the first three years, and every two years thereafter.

The Committee recognizes, however, that the existing "Dangerous Offender" provisions of the Criminal Code are problematic and under review by the Federal Government. Therefore, the Committee recommends a study of the presently existing "Dangerous Offender" provisions with regard to:

1) its present use (frequency and circumstances);

2) technical and procedural problems with its use;

3) possible amendments to make it more available in practice;

4) its effectiveness in deterring crime and recidivism;

5) possible problems with the section from a constitutional viewpoint, including examination of alternate approaches to the existing scheme.

25) The Committee recommends that in cases of conviction for crimes of violence, the Attorney General implement a policy directing Assistant Crown Attorneys to request a period of probation in addition to any sentence in a provincial institution.

The reason for this simple recommendation is to fill an existing gap acknowledged by the Metro Police. Without some form of probation the Metro Police are not advised of an inmate's release date and return to our community. It is understood that there are adequate provisions already in place with respect to federal sentences as both the parole and the mandatory supervision system provide for immediate notification to the police force in the area designated by the inmate for return.

26) The Committee recommends that the sentencing procedures, including all submissions as to sentence, be transcribed and kept in the accused's file, to be placed before the Ministry of Correctional Services and the Parole Board. In addition, any concern about retaliation by the offender after release expressed by the victim, together with her reasons for such concern, should be made part of the file.

E) **Public Education and Public Confidence in the Current Justice System**

It is recognized that public confidence in the justice system is a factor in deterring violent crime, in that increased confidence in the system should result in increased reporting of offences and more effective prosecution. Beliefs that sentences are inadequate, that convictions are rarely registered, that the court process is an ordeal or that early prison release programmes are being abused by recidivists, lead to an erosion of public confidence in the current justice system that indirectly influences its effectiveness. Therefore, in addition to its recommendations for actual changes to the justice and correctional systems, the Committee believes a strong educational thrust is also necessary to permit the public to understand the workings of the system more fully and, therefore, to be intimidated less by it.

Recommendations

27) It is recommended that public education campaigns be funded and maintained by the Federal Solicitor General and the Provincial Attorney-General, to upgrade public knowledge of the workings of the judicial and correctional systems, and the statistical data and analysis resulting from the kinds of studies recommended by the Task Force. Active media support should be sought and encouraged for non-sensationalistic dissemination of such material.

28) The impact of the new sexual assault legislation removing the references to rape, attempted rape and indecent assault, should be monitored and the following information be made available:

1) how the new past sexual history provisions are being interpreted;

2) what use is being made of the honest belief defence, and with what frequency;

3) how many cases of spousal rape are being reported, and what is their outcome;

4) how are the aggravating factors being considered;
5) is penetration still being treated as significant;

6) how prosecutors are employing their discretion to proceed summarily or by indictment.

7) a review of sentencing practices for convictions of sexual assault;

8) a comparison of sentences for convictions for sexual assault (maximum 10 years), sexual assault with weapon, etcetera (maximum 14 years) and aggravated sexual assault (maximum life);

9) the number of charges laid under each category, and the basis for the charges being laid.

URBAN DESIGN

I. TERMS OF REFERENCE

The Terms of Reference for the Task Force included:

> **"4. An analysis of ways and means to design and improve physical environments for increased safety."**

This item was taken by the Urban Design Sub-Committee as its basic Term of Reference.

It should be stated that the Sub-Committee directed its attention not only to public places (streets, parks, public squares, the transit system), but also to semi-public areas such as parking garages, parking lots, shopping malls, underground pedestrian systems, apartment corridors and stairwells .

Through its deliberations, the Sub-Committee had in mind the following recommendations relating to urban design which emerged from the series of public meetings conducted by the Task Force on October 18th and 19th, 1982, viz:

Recommendations

- The need for a full review and evaluation of all demographic statistics related to public violence against women and children. These statistics should include: number of attacks, type of attack, time of day and location.
- Security inspections of apartments, housing units, underground and parking facilities with power to order lighting, security guards, services and painting to brighten dark areas.
- Police input in neighbourhood planning
- It is the responsibility of the T.T.C. to evaluate its services relative to the needs of women transit users.
- Expansion of T.T.C. services to areas having a high percentage of women shift workers. [1]

II. THE SUB-COMMITTEE AND ITS APPROACH

The Sub-Committee membership is set out in Appendix 'A'. The participants were drawn from persons active in the following areas:

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(1) Extract from Report of the Task Force Chairman, Oct. 29/82

- land use planning
- transportation planning
- urban design
- street lighting
- public transit safety
- landscape architecture
- taxicab industry (Cabs on Patrol)
- property management
- Neighbourhood Watch program
- Women & the Environment (York University)
- Women in/and Planning

In approaching its task, the Sub-Committee was aware that:

a) The problem of violence against women and children is probably psychotic and may also be societal in its origins. Physical measures may inhibit opportunities, but will not solve the fundamental problem.

b) Because of the way police records are kept, there is a dearth of readily available data relating incidents to the physical circumstances.

c) Although growth and change will continue, the built form of the metropolis is essentially in place. By nature, it is inflexible, and costly to change. Thus, recommended improvements to the physical environment will be realized only in small increments, over many years.

d) Violent attacks in public and semi-public places (which is the Sub-Committee's purview) represent a relatively small proportion of the total number of violent attacks which take place. This Sub-Committee's recommendations will therefore relate only to a part of a very large problem.

Recognition of these limitations did not diminish the Sub-Committee's efforts to identify the positive and practical measures which can now be instituted, the design principles which should be applied wherever possible, and the priorities which ought to be assigned in order to improve safety in the urban environment.

In carrying out its assignment, the Sub-Committee undertook three activities. Firstly, a systematic canvass was undertaken of the Sub-Committee members' experience, and that of the groups and organizations which they represented, in identifying danger points and improving the safety of the physical environment. Secondly, an investigation was made of the physical circumstances at 29 sites within Metro where violent attacks (rapes, attempted rapes and other sexual assaults accompanied by violence) have taken place. Thirdly, a review of the readily available literature relating to the Sub-Committee's sphere of interest was undertaken by a research planner who donated her services to the Sub-Committee. [2]

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2. The Sub-Committee gratefully acknowledges the work of Ms. Alison Sears, a graduate of the Ryerson University Planning Program.

III. THE SUB-COMMITTEE DISCUSSIONS & FINDINGS

The following summarizes the several topics discussed by the Sub-Committee in its initial canvass of members' experience:

1. Land Use Relationships

The trend in post-war land use planning has been to separate land uses into discrete precincts. Thus, industrial areas tend to be large, homogenous, and well removed from residential areas. The same is true for large institutional employers. Retail and service business have been grouped in shopping centres surrounded by parking areas. As a consequence, there is little on-street activity in employment areas after regular working hours, and employees leaving late on foot customarily experience empty streets.

In suburban residential areas, school and park sites tend to be considerably larger than sites for similar facilities in-city, a characteristic which increases the lengths of the gaps along streets. Increased setbacks, and garages located in front yards, tend to reduce the feeling of continual street surveillance. Densely wooded areas are seldom found in urban areas outside the ravine system. In recent years however, some suburban municipalities have been known to insist on the retention of wood lots in new plans of subdivisions on the grounds of 'environmental significance'.

In some municipalities, and in the Ministry of Municipal Affairs and Housing, staffs are now working to reverse the pattern of separated land uses. Mixed use districts and mixed use buildings are being actively encouraged and promoted. At the same time however, the Ministry of the Environment is busily promoting regulations to increase the separation between residential, commercial and industrial buildings. It is not clear which set of policies will prevail.

In considering these and other contemporary planning practices which tend to reduce street activity and surveillance, the Sub-Committee could not necessarily conclude that an increase in the incidence of violent assaults has resulted, or indeed if broad land use patterns are in any way related. Only careful records of assaults, complied over several years, (detailing) the land use pattern in each instance, would permit firm conclusions to be drawn.

However, if the reports of persons interviewed are any guide, there seems to be little doubt that contemporary land use planning practices tend to increase the perception of potential danger in streets and public places.

2. Transportation Planning

In order to promote neighbourhood safety and protect residential amenities, post-war community design has favoured relatively large (200-250 acre) superblocks free from through traffic routes. This practice dictated wider spacings between main arteries, which in turn necessitated greater vehicular capacities on such roads.

In order to solve this problem, the transportation planners devised the 'reversed lot' approach, in which abutting residential lots face inward to an internal street, leaving the backyard adjacent to the arterial. Screen planting was encouraged to promote rear yard privacy. Arterial road capacity was further increased by reducing the number of local street intersections. In recent years, the isolation of the arterials has been reinforced by high earthen beams and by solid concrete fences intended to mitigate the effects of vehicular-generated noise.

Thus efficient vehicular movement was achieved at some cost to pedestrian amenity. As a result, arterial streets tend to be empty places for waiting and debarking transit passengers, and other persons afoot.

The introduction of rapid transit means that riders must wait or alight on platforms which are above or below street level, and thus separated from the activity which normally contributes to street surveillance.

Have these design practices contributed to an increased incidence in violent assaults? Again, reports of persons interviewed suggest that they tend to increase the perception of danger, especially among women, after dark. However, hard data are necessary to prove the point.

3. Urban Design Considerations

If one starts from the premise that the physical environment does not determine behaviour and certainly cannot absolutely deter someone intent on doing harm to others, then the role of physical design is a modest one with respect to preventing violence against women and children. Urban design may foster subtle differences in opportunity to deterrent rather than prevention.

Within the limited confines of real influence that the environment can have on violent crime against women and children (and perhaps violent crime in general), there would appear to be two broad approaches one can take. The first is a hard approach to surveillance and a move toward minimal use of public space. Frequent patrols, high lighting levels, no objects which obstruct views, vandal-proof materials, windowless walls, controlled access to interiors, security guards and TV monitors are all part of this approach. The second

approach relies upon intense use of public space and the presence of activity, people and social cohesion to create an environment which is more amenable to self-policing. Though they generally lead to mutually exclusive solutions - e.g. active storefronts on the street vs. protected interior mall, the distinction is not always that clear. There are aspects of both these approaches which may co-exist in a given environment.

In general, it is the urban designer's view that the animated streets approach should be employed to the greatest extent possible, and reliance on security hardware should be reserved as the reaction of last resort. An empty and defensive environment tends to reinforce a climate of fear, mistrust and reduced sociability in which crime and attacks on individuals may become a self-fulfilling prophecy. An active and vibrant environment engenders confidence, and gives people a state in protecting one another. It should be emphasized that encouragement is a subtle thing in such cases, and the effects will be tempered by culture, custom, personal idiosyncrasy, political climate, etc.

Designers of public spaces and streetscapes should continue to strive for a minimum of ambiguous dead spaces, but there will always be dark and hidden places in the midnight city. Certain precautions dictated by common sense should be taken - adequate lighting of public spaces, visibility of destinations, etc. - but there is a point beyond which an excessive attention to such measures becomes counter-productive. It would appear that the initiative suggested by some of the other sub-committees in relation to education, policing, law etc. may offer greater opportunities for reducing this kind of violent crime.

4. Street Lighting Operations

The following description applies to street lighting practice in the City of Toronto. The situation in other Metropolitan Toronto jurisdictions is similar but differs in some details.

The responsibility for lighting streets and lanes rests with the City of Toronto Works Department and Planning Department. Technical advice is supplied by Toronto Hydro who also undertake the construction and maintenance activities for the City.

Street lighting and lane lighting improvements are budgeted for by the City, with priority being given to locations where inadequate lighting conditions have been identified and also to where other related construction activities are to take place. Information received from citizens on streets requiring lighting improvements is always thoroughly investigated and, if conditions warrant, the improvements are submitted in the budget for the succeeding year.

New lighting is designed in accordance with the recommendations contained in the American National Standards Institute, Illuminating Engineering Society standards (ANSI, IES RP-8, 1977), adopted by the Canadian Standards Association (CSA) in 1980. Most of the new lighting installations make use of energy efficient high pressure sodium lamps, as is the practice throughout North America today.

5. Landscape Design Considerations

Simplistic solutions and theories are not the avenue to very complex issues. The results of the Sub-Committee's work to date reveals that the more unknowns exist than knowns. Given this dilemma compounded by inadequate or unavailable data and research, the Sub-Committee has the unenviable task of presenting at least some measures to rectify the more obvious environmental deficiencies which prevail.

To place the following recommendations in context, it would appear that there may be some planning and design principles which can influence whether criminal actions are going to occur or not. However, the psychological motives and state of mind of the attacker will overrule the principles and theories and will serve to reinforce the fact that there are no absolutes. The principles which seem most likely to be effective are:

a) Territoriality

Territoriality is defined as the capacity of the physical environment to create crate for each individual perceived zones of territorial influence that result in a proprietory interest and felt responsibility. Inherent in this concept is the notion that physical form can create a neighbourhood or street "Gestalt" which imposes perceptual barriers. These barriers serve as beacons which function as deterrents, and literally make a criminal think twice about entering the area and committing a violent act.

Building placements and entrances are carefully planned to maintain street edges; clear private and public zones are delineated, and natural surveillance is encouraged. In terms of planning and design the following elements seem to emerge:

- Gateways to neighbourhoods can serve as identifiable entry and exit points;

- The proper scale of roads can encourage street life and interaction;

- Street edges should be made as continuous as possible and made to be capable of surveillance;

- Communal open spaces should also be capable of surveillance.

b) Positive Use

The thesis supporting this principle is that lack of positive use will result in misuse and abuse. People presence, activities and facilities can serve as deterrents to violent acts. A brief survey of parks and recreation areas indicates that there are too many poorly planned and designed facilities in the Metro area. Some observations are that:-open spaces are often unnecessarily large

- surveillance potential is inadequate
- some parks are geographically ill-positioned in relation to residential areas and seem to be leftovers
- lighting is poor

c) Visual Accessibility

Territoriality and positive use concepts are integrally related to the notion of natural surveillance. Visual accessibility has a great deal to do with planning and design, especially with regard to public facilities. Bus stops, subway entries, parks and other public open spaces (i.e. playgrounds and schoolyards), parking lots and garages require careful evaluation with regard to their suitability for visual surveillance. Common planning and design mistakes seem to be:

- Entrances are not well related to public streets;
- Unnecessary architectural features are included which serve as screens and hinder surveillance, while providing secure lurking spaces;
- Inadequate lighting;
- Overgrown vegetation, especially dense, high shrubs;
- Unsecured or remote rear loading docks, storage or maintenance areas;
- Location of children's play areas in secluded corners and away from direct sight lines from residential buildings and windows;
- Earth berms which create ambiguous spaces, and which tend to have at least one unused, rear slope which is

usually dark and remote from points of possible visibility.

d) Intimidating Environments

Architectural design can create environments which are hostile and which may even encourage violent acts. Examples of this are underground parking garages, some forms of elevator lobbies and fire stairwells, streets in industrial areas, large open space gaps in high-rise apartment areas, rear lanes and back alleys, ravines at night, some subway stations (especially at night), unlit streets and shopping malls at off hours. This subject is a treatise in itself; however, some design principles that emerge are:

- Retention of human scale for buildings and spaces;
- Strategic placement of windows and doors
- Clear definition of spatial hierarchy (public and private) and avoidance of ambiguous spaces (semi-public and semi-private);
- Positive linkages and relationships between buildings;
- Avoidance of hidden niches and corners;
- Easy availability of emergency services and telephone.

6. Building Security - Some Hard Truths

The subject of apartment building security systems could be divided into two categories - one being the type installed in those buildings which were predominantly built between the late 1950's and the present time, usually referred to as highrise; the other being the type in the smaller, older low-rise buildings.

In the majority of medium highrise buildings, the security system consists of an outer lobby or entrance area intercom system which allows a visitor voice communication with a resident and in turn permits the resident to open the security door by simply pushing a button. However, this system is only secure if the residents insist on knowing who is calling or why they are being asked to open the door.

In many instances, however, the resident, upon hearing the ring of the suite buzzer, routinely pushes the security door release button without inquiring as to whom is calling. All too often the call was activated by an unauthorized person seeking to gain entry to the building for harmful purposes.

There are a number of other breaches of security which are commonplace. Very often a stone or block is used to hold a rear exit door open while a resident unloads a car. Later, with arms full, the resident is unable to remove the block, or simply forgets to do so - again allowing easy unauthorized access to the building. Residents existing from the garage seldom stop to check the identity of anyone who walk boldly through the open door. Once in the garage or the building itself, the intruder has free run of the common areas, and easy access to any suites left insecure. Few buildings are equipped with a closed-circuit TV, or are staffed to monitor such a system.

In the majority of the older, small, low-rise buildings, there is no security system whatsoever, and one usually finds that access can be gained by simply walking into the building. At best, one would find exterior access doors locked, but it would be rare to find an intercom system in these buildings.

7. Transit Security

Safety on the transit system, and perceptions of safety on the system were discussed by the Urban Design Sub-Committee, including 22 recommendations for physical improvements to the subway system which resulted from a joint TTC/Metro Police Commission Study in 1976.

A section on security on the transit system is included in the Report of the Policing Sub-Committee and will not be repeated here.

8. Street Surveillance

a) Cabs on Patrol

The "Cabs on Patrol" program was officially launched in March 1983 in Metropolitan Toronto.

By July, 1982 the cab companies participating in the program were Arrow Taxi, Co-Op Taxi, Diamond Taxi and East-End Taxi with a further expansion intended.

The drivers' participation is, of course, strictly on a voluntary basis. A driver's obligation is to report to his dispatcher any accidents or fires, persons collapsing on the street, any criminal acts in progress, or any suspicious actions. The dispatcher describes to the police what has taken place. The police then decide what response is required, be it a fire truck, an ambulance, a rescue unit, a police patrol care or a combination of these.

The cab driver is asked just to observe and report any criminal action but is not expected to get involved physically, or to try to apprehend anyone by making a citizen's arrest.

There is concern on the part of some cab drivers that they may become involved in a court action and exposed to retaliation from a person or persons they may have helped to identify and convict.

A cab driver's involvement in this program is considered as an action of a responsible, community-minded citizen. He is not a para-police officer, as he is asked to report any incident that may require any type of emergency.

b) Neighbourhood Watch

Neighbourhood Watch is a recent crime prevention initiative of the Metropolitan Toronto Police Force. Operating throughout Metro, the program established a formal, block-based network of citizens who communicate with neighbours and the police regarding crime-related problems.

Crime prevention officers train at least fifty percent of the residents of each block in neighbourhood observation, crime reporting, home security, labelling valuables or other preventive measures. Clusters of twenty to thirty homes are organized into captaincies and central or zone co-ordinators are nominated to serve as liaison with the police. These persons also provide the information and organizing abilities that are needed to support the network and keep residents informed.

When this organizational structure is in place, the neighbourhood is formally designated by the Metro Police as a Neighbourhood Watch Area. This permits residents to request that signs be installed around the boundaries of their area to denote participation in the program. These signs symbolize the partnership between the neighbourhood and the police in the promotion of community safety.

Neighbourhood Watch is still in its formative stages in Metropolitan Toronto. Twenty-one residential areas representing approximately eighty-five thousand households are involved in the program in the City.

In the suburban municipalities where the program was first introduced, participation in Neighbourhood Watch is somewhat more widespread. The Metro Police estimate that in the five Metro municipalities outside of Toronto there are seventy-eight Neighbourhood Watch areas involving about eight thousand households.

9. Violence Against Children - Some Implications for Urban Design

a) Introduction

"What values and priorities does our society have, if its members can perpetuate acts of violence against children" questioned Catharine Stewart, staff member on the Metro Chairman's Special Committee on Child Abuse. This fundamental question has to be kept in mind when considering the relationship between violence against children and urban design, because the urban design of a community does reflect the values and priorities of a society. Nonetheless, any design alterations aimed at reducing violence against children can only be relatively indirect and preventative.

Most violence against children could be termed private, because it is committed by persons known to their victims and within the confines of a home. As a Task Force dealing with "public" violence or violence taking place in public areas we have to realize that we are looking at only a small portion of the problem. At the same time the many vehicular accidents in which children are hurt and/or killed should be included in our considerations. Sidewalk, road design and traffic regulations are surely involved in many of these accidents in public areas.b)Public Violence Against Children

Public violence against children should include:

- any type of child abuse by persons (parents, exhibitionists, kidnappers, bullying adults or older children, etc.) in public places (parks, schools, streets, alleys, shopping centres, lobbies and elevators of apartments or other major developments).

- violent accidents involving children in public areas can be caused by inadequate planning, urban design, or regulations (open culverts, unsafe sidewalks, roads, parking regulations, play equipment, obscuring landscaping, etc.). It is likely that recommendations focussing on such "violence" could contribute considerably in preventing and reducing accidents with children.

c) General Observations from Interviews with Children

- there are many parallels between the fears about and actual occurrences of violence against women and children, as described above (location, sex component, stronger against weaker, psychological derangement of perpetrator). While the fears of children may be seen as less realistic in adult terms, they may also be quite enormous and very real to the child.

- both in case of violence against women and against children the perpetrators are predominantly men.

- there seems to be no age limitation during which children are subjected to violence.

- children themselves express the greatest fears of strange looking and acting men; and this especially in areas where there are no other people and where there is limited visibility because of darkness, or because of walls, fences or landscaping. Conversely, they feel more comfortable where there are many people about, in well lit clearly visible and active areas. (They seem to prefer streetcars and buses to subways).

- on the other hand very active and crowded surroundings can also promote anonymity, and permit a criminal to go unnoticed.

d) Design Implications in Residential Areas

- different residential areas pose different problems; while ghettoization and anonymity can occur in some high density areas with deep setbacks, heavy landscaping can result in inadequate surveillance even in low density areas.

- building design and lack of facilities in high rise developments, can make supervision of children extremely difficult; this makes children vulnerable.

- individual suites are often so minimally sized as to preclude active child play. This can create tension and frustrations which contribute to potential "private" violence against children.

- facilities for socializing and for play, visibility areas and soundproofing of common areas such as hallways, lobbies, and laundry areas are recommended in apartment buildings.

- elevators with transparent doors or windows towards hallways are also suggested.

- formal or informal arrangements are needed to keep private outdoor play areas supervised; such areas also need benches and tables to accommodate supervising adults.

e) Streets

- bikeways could channel the increasing bicycle traffic of young and old people and can also serve as buffer areas between traffic and pedestrians, old and young alike.

- sidewalks can be too narrow, thus precluding socializing or communal activities which can generate formal surveillance of an area.

- improved lighting of alleys is perceived as important.

- greater awareness of the free access to transit and the "911" emergency phone number for children is needed; public phones need to be designed so that children can reach and use them; where neither transit or public phones are available, emergency phones such as old fireboxes might be considered.

f) Other Considerations

- provision of child drop-off services or free-of-charge play equipment in shopping, service or institutional centres frequented by children.

- large badges with a clear symbol such as the block-parents for security or other staff to whom children could turn in emergency.

IV. SITE INVESTIGATIONS

The records of the Metropolitan Toronto Police Force dealing with 29 violent assaults against women in public places during 1982 were reviewed and a tabulation was prepared listing the exact location, the time, and some of the circumstances surrounding each attack .[3] The locations are shown on Map 1.

The attacks were rapes, attempted rapes and other forms of sexual assault which, (in the opinion of the researcher) were accompanied by significant violence. Each site was visited by some of the Sub-Committee members, and the findings were compared and discussed by the Sub-Committee as a whole. The salient findings are set out below, together with the general conclusions that could be reached.

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3. The Sub-Committee is grateful to Ms. Janet McMurtry of the Metro Toronto Police Force for her assistance in this regard.

It should be observed that the reports were drawn from the records for the year 1982 only. The geographic distribution, and the diurnal pattern of attacks for 1981 or for any other year might be similar, or might be entirely different, for all the Sub-Committee knew. The 29 cases probably do not include all the assaults in public places during 1982, because not all incidents are reported.

Inevitably, the visits to each site raised questions which were not answered by the data made available. For example, those locations where attacks took place after dark [4] were visited after dark. Some turned out to be reasonably well-illuminated. But, was this the situation on the date of the attack? Or was a street light out at the time?

Was the victim following a regular route? at a regular time? Had the assailant been apprehended and questioned? If so, was the attack spontaneous, or had he lain in wait for a pre-selected victim? Was he a stranger to the vicinity? Or on familiar ground? Additional facts might explain why the assailant selected a particular location, and why, in seemingly easily-observed places the commencement of the attack was not seen or heard.

It will be observed from Map 1 that the attacks took place throughout the whole metropolitan area. Not surprisingly, there appears to be some relationship to the locations of universities, hospitals, nurses residences etc. but no other land use relationship seems evident.

The salient findings from the site visits were:

a) 21 of the 29 assaults took place after dark. In four other cases, the Sub-Committee couldn't be sure. In 18 cases, the assault took place between 11:00 p.m. and 7:00 a.m., when street surveillance would be minimal even in optimum physical circumstances.

b) 21 of the assaults took place out-of-doors. In 7 cases, the surroundings were high density residential. But in 5 cases, the surroundings were low density residential, in 3 more - medium density. The other surroundings were strip commercial, industrial and institutional (3).

c) In 20 of the 21 out-of-doors incidents, the attack took place at a gap in the building frontage along the street .... at school yards (2), at ravine entrances (5), beside vacant lots (2), in commercial parking lots (2), in spaces beside apartment buildings (5), in an industrial yard, and on a university campus (3). One assault occurred right beside a house on an otherwise totally unremarkable neighbourhood street. The attack in the industrial yard took place adjacent to a busy enterprise in mid afternoon!

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4. The data indicated the time of each assault, but the date was not specified in every case. In several instances when the attack took place in the early morning or evening, the Sub-Committee could not be sure whether it had been dark.

d) 8 assaults took place indoors. Three were in subway stations, four were in parking garages, and one was in a laundry room. One of the parking garages was relatively dark, two were fairly standard in illumination, but the fourth was a public garage, and very brightly lit. In fact, this particular structure appeared to be the very model of safety-conscious garage design .... bright illumination, no blind corners or niches, windows in stairway doors, no risers on the staircases to conceal attackers, etc., etc. Astonishingly, this exemplary design was the scene of not one, but four separate assaults.

e) 6 of the assaults could be described as transit related. Three took place in subway stations. The others took place while the victim waited at, or was walking to or from a transit stop. Two of the subway station assaults (both at the Heath Street station) took place during active times of the day. All of the surface transit related assaults took place at very late hours.

f) Four of the 29 attacks took place on a university campus, but in the case of the downtown campus, it is not known whether the victims were students, or non-students cutting through the grounds. Only one victim was a pupil at a lower school. The attack took place at 8:30 a.m. in a ravine park popularly used as a short cut to a nearby junior high school. [5]

What lessons can be learned from this particular set of site visits? Probably nothing specific, given the fact that these 29 cases represent only part of the record for one year. Patently, a much more comprehensive and detailed record over several years will be required before firm conclusions can be drawn and specific recommendations can be offered authoritatively.

In the meantime, these general observations can be noted. Foremost, it seems, is that the pattern of attacks is essentially random and unpredictable. Given the multitude of gaps along street frontages, parking garages, vacant lots, park entrances, ravine edges, and other lurking places in the metropolis, there can be no realistic expectation of creating a physical outdoor urban environment which is secure at all hours against wily and determined attackers. It must be remembered that gaps such as those listed above form necessary, functional, and sometimes aesthetic features in the cityscape, and could not be eliminated or significantly altered even if funds were available to do so.

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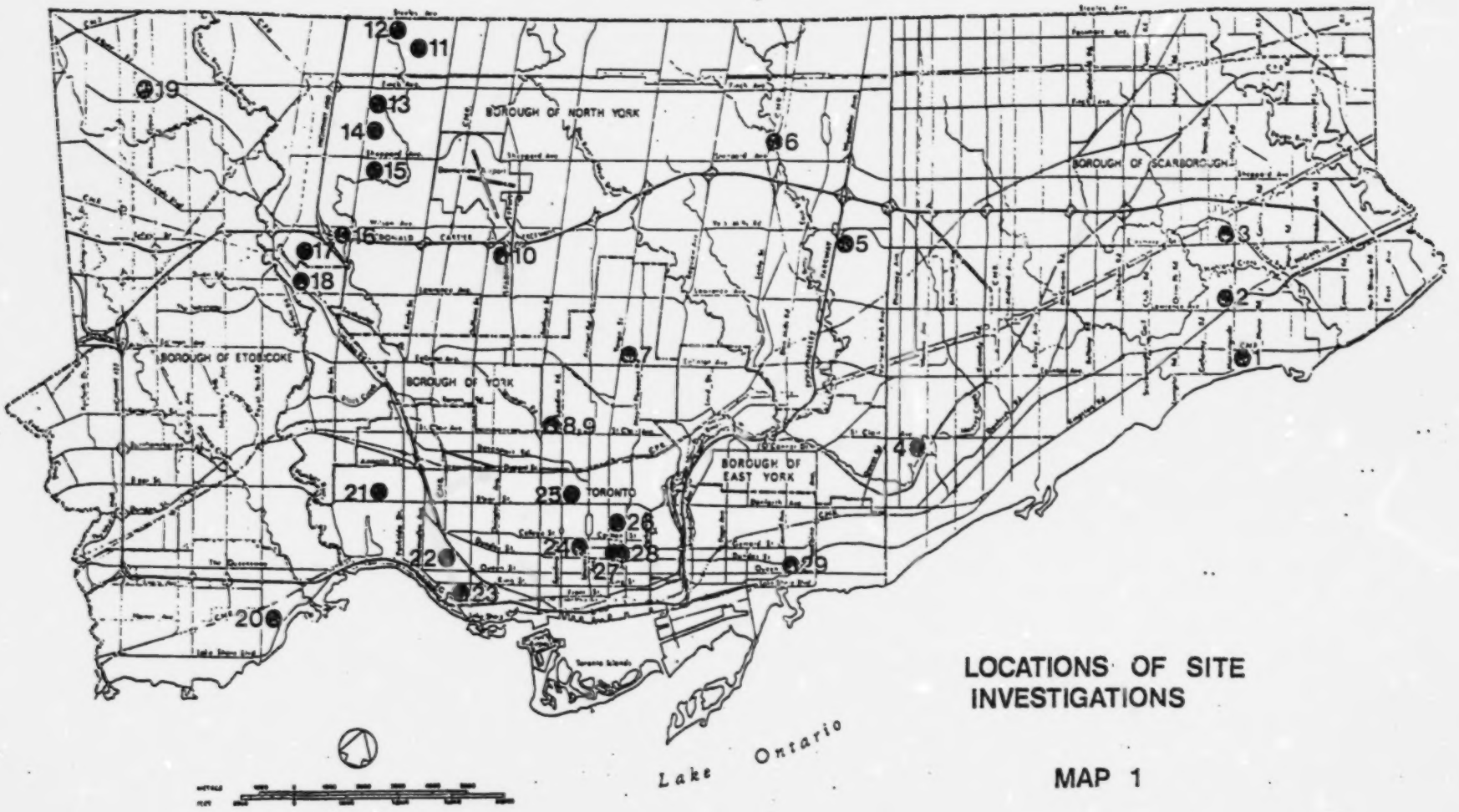
5. Telephone interviews with education officials revealed that no special design features are incorporated into school buildings or school yards on account of the possibility of violent assaults per se. Vandalism is the main problem on school property. Although reports of "men hanging around school yards" are not infrequent, violent attacks on school children, when they occur, seem to take place at points along the journey to and from school, where the level of surveillance is lower.



LOCATIONS OF SITE INVESTIGATIONS

MAP 1

There are limits, of course, to the monies which can be devoted annually towards improvements in street safety. As well, it is recognized that if the assailant is able to prevent or dissuade the victim from crying out, attacks can take place even in surroundings which are optimum for street surveillance. Nevertheless those incremental improvements which can be effected should, over the years, add up to significantly increased safety in public places. One has only to be reminded of the dramatic results in accessibility for persons with mobility handicaps which have been achieved throughout the City during the past few years.

Priorities are required, obviously. High on the list for attention would seem to be continued improvements on the transit system, with special regard for unmanned subway stations and for surface stops located beside gaps in the street facade, and for improved street lighting at such stops. Particular priority should be given to transit routes servicing universities, community colleges, high schools offering night courses, hospitals, nursing homes and residences, large industries, and other employment centres where female students and shift workers find it necessary to travel by transit at late hours.

V. LITERATURE REVIEWED

The following are synopses of a number of reports and books which were drawn to the attention of the Sub-Committee by its members and others.

1. **ATKINSON TOM,** Perceptions of Crime in Metropolitan Toronto,
York University, Institute for Behavioral Research,
Toronto, July, 1981.

   This is the last of a group of reports based on a survey of Metropolitan Toronto done in the Fall of 1980. It looks at the levels of perceived safety by location and demographic characteristics. It also discusses the recent trends in the perception of safety. An interesting discussion of the perceptions of the people of Metro but has little of real value to add to the discussions of the Urban Design Sub-Committee.

2. **BARTON-ASCHMAN ASSOCIATES INC.,** Aesthetic, Function and Security Analysis of Downtown Retail Developments and Related Parking Facilities,
Evanston, Illinois,
April 26, 1976

   These are two memoranda stemming from research for a specific project in South Bend, Illinois. They suggest many factors to be addressed when designing parking facilities, of which three: Architectural Design, Lighting (type and intensity), and Policing/Security, are relevant to the Committee. They offer five important suggestions in these areas: a) visible personnel are preferred to mechanical security devices; b) glass sections should be designed into walls and doors for increased visibility; c) increasing and decreasing areas needing surveillance as demand fluctuates (ie. closing certain sections after peak hours); d) making guards available to escort patrons to their cars; and e) increasing the perception of police presence, police should cruise parking garages at irregular intervals.

3. **BARTON-ASCHMAN ASSOCIATES INC.,** Electromechanical Transit Security Equipment
Evanston, Illinois
November, 1982.

This is a discussion of the various forms of electromechanical security equipment for transit systems. The report reviews security systems on ten transit system in the U.S. and Canada. The T.T.C. received high praise for its efforts in transit security. A number of the recommendations have been addressed by the 1976 T.T.C. report (see below). One suggestion that may be useful for the Public Education Sub-Committee is to encourage women to take seats in the subway car in which the driver or the conductor is located when travelling during late hours.

4. **MILLER, EARL AND SCOTTI, ROSANNA** Innovative Programs for Policing: Visit to Detroit, Michigan,
Toronto, Ontario
September 17, 1982

This report is the result of a fact finding visit to Detroit, Michigan to study new policing programs. The paper discusses the concepts of Neighbourhood, Apartment, Business and Vertical Watch (some of which the Task Force and the Urban Design Sub-Committee addressed). The report also considers ways of decentralizing policing and involving civilians in an advisory capacity and through civilian patrols.

5. **NEWMAN, OSCAR,** Defensible Space
(Crime Prevention Through Urban Design)
The MacMillan Company
New York, New York
1972

This book is the result of a three year study of urban environments throughout the United States and is regarded by many as a seminal work. The study was a comparison of communities with similar social characteristics but varied building forms. Newman's thesis is that living areas should be physically structured to inhibit crime and increase the community's control of its living space. Newman also devotes a chapter to discussing the modification of the existing environment.

6. **PAGET, GARY AND R.A. RABNETT,** Crime Prevention Through Environmental Design: A Community Planning and Development Perspective,
Paper Presented at the British Columbia Crime Prevention Association 4th Annual Crime Prevention Seminar
Vancouver, B.C.
October 21, 21, 1982.

Crime Prevention Through Environmental Design (CPTED), aims at developing a practical understanding of the influence of the physical environment on criminal behavior with the objective of designing to

prevent crime. This paper discusses how CPTED relates to Community Planning. Although by no means a comprehensive discussion, it does suggest a number of basic principles in such a way as to be easily understood.

7. **TORONTO TRANSIT COMMISSION AND THE METROPOLITAN TORONTO POLICE COMMISSION,** Report re: Security on the TTC System
Toronto, Ontario,
June 2, 1976

This report offers 22 recommendations to improve security on the transit system in Metropolitan Toronto. Most of these proposals have since been carried out (eg. relocation of telephones on subway platforms, emergency alarm strips in subway cars, installation of mirrors at blind corners, the elimination of unnecessary spaces which encourage loitering, etc.). A point that seems to come out of this report is that the stations were simply not designed initially with crime prevention in mind. This should be an important element of the design of future transit systems.

8. **M.V. ROUSE AND COMPANY,** Predicting AGT System Station Security Requirement
Evanston, Illinois,
September 1978

This report is about Automated Guideway Transit Systems, which are not now in use in Toronto. [6] It discusses various types of countermeasures and how to predict the need for them. Most of these countermeasures have been incorporated in the TTC system, but there are two that have not been previously mentioned: a) selective operation procedures, (changing the headways between trains for example); and b) support activities such as a liaison between the schools and the transit system, or public relations training for personnel. Such measures are suggested to modify the behavior of patrons and/or personnel.

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6. It is understood that the UTDC cars on the new RT Line in Scarborough will be manned.

10. ADDITIONAL TITLES NOT AVAILABLE TO THE SUB-COMMITTEE

ALDERSON, J., Communal Policing,
Middlemoor, Exeter, Devon and Cornwall Constabulary
1976

BRANTINGHAM, PATRICIA AND PATRICK, Environmental Criminology
Beverly Hills: Sage Publications,
1981

GARDINER, RICHARD, Design for Safe Neighbourhoods
Washington, D.C.., U.S. Printing Office
1978

JEFFERY, C.R., Crime Prevention Through Environmental Design
Beverly Hills: Sage Publications
1977

MOFFAT, R.E., Crime Prevention Through Environmental Design
R.C.M.P. Gazette, Volume 44, No. 10,
1982

VI. RECOMMENDATIONS

The following recommendations flow from all of the above:

1. Data Collection and Review

The Metropolitan Toronto Planning Department and the Metropolitan Toronto Police Force should establish a joint working group to determine the data which should be recorded relating violent assaults to physical conditions in public places. A system for reporting, data storage and retrieval, and periodic review should be devised.

The data should be limited to what is feasible for the investigating officer(s) to collect, and what can be obtained in a follow-up site inspection by planning staff. If it is practical to question convicted assailants, a list of questions should be compiled so that, among other things, some insights can be obtained as to what influences the selection of the point of attack in the disturbed mind.

Experience will determine the best timing for periodic reviews. Channels are already well established for transmitting information and recommendations from the Metro Planning Department to both Metro and local agencies throughout the Metro Area.

2. Working Groups on Street Safety

In each area municipality, a working group should be established to review systematically the conditions at each surface and subway transit stop. The reviews should encompass pedestrian routes to such stops from large apartment clusters, universities, colleges, hospitals and other centres of employment or study for women. Later, it can be extended along other streets, the priorities dictated by the results of the new system of recording the locations of attacks.

The working groups should include representatives of the T.T.C., the local hydro commission, public works, and planning departments. Their findings and recommendations for improvements in the placement of transit stops, the surface approaches to subway stations, sidewalk locations, levels of street illumination, landscaping and lighting along school and park frontages, and other aspects of street safety can be forwarded to the appropriate civic department or public agency having jurisdiction.

The working groups should also be requested to recommend ways and means to effect desirable changes in landscaping on private properties near street edges, in co-operation with individual land owners.

3. Applying Design Principles

Section III of this report sets out a number of design principles intended to improve safety in public places. The Sub-Committee suggests two avenues which should be followed in broadening the application of those principles.

a) The Site Plan and Subdivision Plan Approval Processes

Although the Ontario Planning Act has long directed municipalities to plan for ".... the health, **safety,** convenience and welfare of the inhabitants ..." it cannot be said that crime prevention has been a significant consideration in urban planning practices to date.

The review of site plans for major building projects is a well-established function in all of the municipal planning departments throughout Metropolitan Toronto, and qualified staff are able to give sophisticated scrutiny to street and lot layouts, the sitting of buildings, and landscaping plans in development proposals put forward by private builders. The design principles aimed at promoting increased safety in neighbourhood design, and in parking garages, malls, surface parking areas and other common use areas on private properties should be drawn to the attention of urban design groups in each municipality, in an effort to encourage the inclusion of crime prevention considerations in the planning approval processes.

b) Property Management Practices

The membership of the Apartment Group of the Urban Development Institute includes all of the major apartment owners, developers and management companies in the Metro area. Among them, they own or manage about 70,000 suites, including most of the large high rise buildings erected after 1960. Through a number of Sub-Committees, the Group sets standards and deals with various problems and issues facing the industry. Its Property Management Committee is concerned, among other things, with the maintenance of building security, and the encouragement of tenants to observe security precautions.

It is suggested that the data collected on violent assaults which take place in garages and other semi-public places (VI. 1 above) be made available to the Apartment Group for dissemination to the members, their architects and building superintendents. As well, the urban design sections in each local municipal planning department should maintain close liaison with the Apartment Group to ensure that their recommendations aimed at increasing security will be feasible and effective in operation terms.

4. Encouragement of Street Surveillance

It has already been noted that the objective of improvements to the physical surroundings is to increase the opportunity for street surveillance, and to convey to a would-be assailant the impression that his actions will be witnessed. However, if that impression is to be long lasting, the assailant must also feel that there are, in fact, "eyes on the street".

The Urban Design Sub-Committee feels strongly that such programs as Neighbourhood Watch, Block Parents, and Cabs-on-Patrol should continue to be given every possible encouragement. It was plain to the Sub-Committee that a raised level of public awareness, combined with organizational structures for broad citizen participation will prove to be the most effective means to reduce the incidence of violent assaults against women and children in public places.

PUBLIC EDUCATION SUB-COMMITTEE

INTRODUCTION

MEMBERSHIP

The membership of the Public Education Committee of the Task Force on Public Violence against Women and Children included representatives from educational institutions, government, community based women's organizations, professional groups and the Metropolitan Toronto Police Force.

PUBLIC VIOLENCE IN OUR SOCIETY

The Public Education Committee decided that public violence against women and children was a continuum of behaviours that included violence in advertising, sexual harassment, pornography and sexual assault. We agreed that these behaviours are being supported by a set of societal attitudes that tend to make invisible, to ignore, accept, condone and/or sometimes promote these various forms of violence.

We appreciated the need to differentiate the work of this Task Force from that of the Metropolitan Chairman's Special Committee on Child Abuse. However, we shared a concern about the effects of separating public violence against women in general when the root causes are the same. We also saw public violence being equated with "sexual assault by a stranger" and were concerned that other forms of violence against women, such a aquaintance rape and sexual abuse of clients by professionals, might be ignored.

PUBLIC EDUCATION

The magnitude of the task of addressing the public education needs of our community around this issue is reflected when one looks at the pervasiveness of violence in our society and the variety of faces that it wears. The magnitude is also reflected in the size and the diversity found within Metropolitan Toronto with its great number of constituencies to be served. We targeted populations which would have specific educational needs around our area of concern and these included the various ethnic populations, young children, adolescent males and females, elderly women, low-income women as well as disabled - the mentally and physically handicapped women. Adult males were also targeted in recognition of the need for public education that addresses those who perpetrate the violence, those who support the violence with their attitudes as well as those who are very often part of the informal and formal support systems for victims of violence.

A review of the available public education resources addressing the issue of violence against women and children in Metropolitan Toronto was conducted by the Committee. It was hoped to be a representative, not an exhaustive, review.

It was found that much of the public education in this area was being done by the police and directed toward the prevention of physical violence. It was agreed that the educational component of the Block Parent program was important for both

the children and for the adults involved. Two of its other popular programs, 'Neighbourhood Watch' and 'Women Alone' were also evaluated. 'Neighbourhood Watch', although it is a crime prevention program, has a distinct focus on property protection and it was felt that it could not easily include or become a program to prevent violence against women and children as had been suggested without extensive revisions in training procedures and in program materials. The 'Woman Alone' program has been very popular but there was concern expressed in the Committee about the "barricade" or "run" message. The focus on women as "victims" of physical violence and the use of "never" and "avoid" statements seemed to reinforce women's feelings of powerlessness and self-blame. There was also a lack of reflection of the needs or circumstances of low-income women.

In addition to the police education programs, public education programs around violence against women (and children) have been and are being provided by a number of community based services, (as well as to a limited but growing extent) by educational institutions and their affiliated organizations.

The community organizations that grew in direct response to the needs of women have a sound knowledge base from which to provide programming around self-defense, rape, pornography, etc.

The extent of their public education work was often restricted by a lack of adequate and appropriate funding and there seemed to be a limited recognition and understanding of their knowledge and expertise. With the supportive and concerned participation on our Committee of the Metropolitan Toronto Police Force representative, there was cautious optimism expressed about increased co-ordination between the police and community based services around the development and provision of public education initiatives. We hope that the recommendations foster that.

The involvement of the Public Education Committee in the production of a new booklet, Sexual Assault, written by the Metropolitan Toronto Police was seen as a positive model of this cooperative programming and the committee felt this booklet set a new, more positive tone for future police public education.

Most of the public education material reviewed by the committee did not adequately reflect the multi-cultural nature of Metropolitan Toronto's population or the limited literacy levels of many of its English speaking residents. The excellent information on the above-mentioned booklet on Sexual Assualt for example, cannot be easily understood by the many thousands of English speaking and immigrant people in Toronto who cannot read English fluently.

The Committee also found little material addressing what is deemed essential long term societal and attitudinal change.

A very positive model for public education programming has been presented by the Preventative Education Project of the Metro Chairman's Speical Committee on Child Abuse. In its school curriculum, it includes parent and teacher educational sessions as well as programs directed to the children. It is hoped that this may provide a guideline to the Boards of Education for other programming initiatives around violence against children.

We saw the Task Force itself as an important vehicle for public education. Its very existence focused community attention on the issues. In our committee, in addition to using the Task Force as a tool for public education as we went into the community, we were aware of its importance within our committee as it allowed for the continuing education, information sharing and support of the members. We thought that the model of an ongoing community body directed to the issue of violence against women and children was an important one.

RECOMMENDATIONS

The Public Education Committee was agreed that a community committment of resources was essential in order to mount broad based, effective public education initiatives that must be a fundamental component of this attempt to make Metropolitan Toronto a safer place in which to live. While some attitudinal change was possible in the short-term, long-term attitudinal change directed toward the next generation is necessary and we have identified the school boards as the appropriate vehicle for that. Therefore, the first set of recommendations are specifically addressed to the school boards within Metropolitan Toronto around these long-term goals as well as around meeting the more immediate educational needs in this critical area of the populations they serve.

The second set of recommendations focus on the larger Metro community - specifically on methods to provide a coordinated public programming and materials available to the English and the non-English speaking communities and to support the educational activities of existing services and groups.

I RECOMMENDATIONS TO THE SCHOOL BOARDS OF METROPOLITAN TORONTO

The Public Education Committee, recognizes that the school, while regarded as the nucleus of community activity, is also regarded as an extension of the home and community and therefore the Committee has emphasized the need for the school and community to cooperate in dealing with violence against women and children. Several of the recommendations suggest that school staffs, community organizations, residents and parents work together in various combination in planning and implementing some of the programs.

The Committee also recognizes that some school boards already have established specific policies which will help employees and students recognize the worth of each person, regardless of his or her sex. For example, the Toronto Board of Education had an "Advisory Committee on Bias" consisting of Board and community representatives working together to combat bias in the school curriculum. The North York Board of Education and the Toronto Board of Education have a Women's Studies Department, consisting of personnel assigned to deal with women's issues and sex bias. The Scarborough Board of Education has an Affirmative Action representative, as does the Toronto and the North York Board of Education as well as the Metropolitan Separate School Board. But for each board there is a challenging and necessary mandate being presented in these recommendations to work toward short-term and long-term societal change.

RECOMMENDATION 1

That School Boards implement policies directed toward the reduction of violence in the school communities including the abolition of Corporal Punishment.

In addressing the role of the School Boards in this attempt to reduce violence in the community, it was somewhat startling for many Committee members to learn that some Metropolitan Toronto School Boards had not abolished Corporal Punishment - even after the publication of Ministry of Education guidelines explaining the need to do so and the continuous stream of evidence pointing to the powerful effect that modelling violence can have on young people. An evaluation and needs assessment within each school board around ways to reduce violence would seem to be a beneficial endeavour.

RECOMMENDATION 2

That School Board establish policies to eliminate sex bias from curriculum and program materials.

RECOMMENDATION 3

That School Boards establish an Advisory Committee to deal with the issue of sex bias by:

a) **reviewing current curriculum and learning materials for sexist contents;**

b) **establishing criteria from the selection of new bias-free learning materials.**

RATIONALE

Within the schools it is necessary to find effective ways to work against the sex-role stereotyping and sex bias that perpetuates those practices and attitudes so prevalent in our society which suggests that women are inferior while men are powerful and dominant.

In spite of women comprising over 52% of the Canadian population at the present time, they are in the minority in many positions of responsibility, lack economic recognition for their worth and contribution, and are often discouraged from exploring their strengths. This situation contributes to the myth that women are weak and helpless and unworthy of recognition. As a result, women are associated with submissive roles and like children often they become the victims of violence because the aggressor's perceived dominance connotes strength and power. Sex bias within the school curriculum reinforces a stereotypic view of females that has such a negative impact on women in our society.

Efforts directed toward equalizing the sexes will go a long way toward eroding the supports of much violence, both domestic and public, since the perpetuators of violence often attack those they consider inferior and weaker. With the elimination of sex bias from the curriculum, students could grow with the concept that men and women are equal and could then work together in a humane, harmonious environment.

AREAS OF CONCERN

Currently, a Ministry of Education policy regarding bias in schools is in effect. This policy requires that "...books and other learning materials be free from bias." (Race, Religion and Culture in Ontario School Materials. Ontario Ministry of Education, 1982 p.4). It is hoped that school boards through their actions around adherance to this policy, ensure that employees and students are aware of the immediate and long-term effect, of sex-role stereotyping and sex bias.

The sex bias is most evident in the following areas:

Language:

Language perpetuates negative images of women and girls through for example:

a) generic words such as "mankind", "early man", "chairman", "man made", etc. which suggest women have not, and do not, contribute to the development of civilization; and

b) the constant use of the masculine "he" which excludes women and girls, while recognizing and emphasizing the importance of the male.

Learning Materials:

Girls and women are under-represented in learning materials. Boys and men are usually the main subjects of texts and pictures in school books. Males are usually portrayed as responsible persons who are assertive, ambitious, intelligent and competent. In comparison, girls and women, when they are represented, are often stereotyped as incompetent, timid, passive and submissive.

General Practices:

An examination of the practices traditionally endorsed shows:

Boys and men have generally been encouraged to be assertive and to develop leadership skills, while girls and women have been expected to be well-mannered, quiet followers. Often at home, work and in the learning environment, men and boys assume, or are given, responsible and important tasks, while women and girls tend to the less important "helping" tasks. If responsible, worthwhile tasks and activities are assigned equally to both males and females, it would help students recognize their own self worth and the worth of others.

Attitudes

Examples of stereotyping attitudes are pervasive. Traditionally, a high emphasis has been placed on the career plans of boys, while the career plans of girls are often neglected. Boys have been encouraged to take challenging

subjects such as mathematics or science, while girls have been allowed, and sometimes encouraged, to drop such subjects as soon as they become optional. Because of the tendency to classify some skills or sports as "feminine" or "masculine" males and females have been discouraged from pursuing activities traditionally associated with those of the opposite sex. Males dominate team sports, technical occupations, executive positions, etc., while females are usually grouped in the arts, clerical positions, nursing, etc. A bias-free learning and home environment can only be developed if attitudes are examined and those stereotyped attitudes which limit the full potential and worth of women and men are exchanged for those which are tolerant and supportive.

RECOMMENDATION 4

That School Boards designate a person to be responsible for educating the school and community personnel around the issues of violence against women and children.

RATIONALE

If both long-term and short-term goals are to be addressed, it was clear that there was a need for an extensive variety of programming to be formulated which is not in place at the present time. The Education Committee feels that to make this an added responsibility for existing staff would, because of the work overload, severely limit the effectiveness of the program delivery. With the important liaison functions with the community groups and the community services, as well as with school personnel, to be performed, the demands of the job certainly seemed to merit the appointing of a full-time person to this position.

FUNCTIONS

I Ensure the development and implementation of programs related to the topic of violence against women and children.

II Compile and distribute updated information on:

a) available resource personnel who are specialists in dealing with the topic of violence; and

b) available resource materials and activities on violence suitable for use with students of particular ages and levels of maturity.

III Organize professional development sessions dealing with sex bias for all employees at specific times - such as on Professional Activities Days.

IV Liaise with representatives from the community in order to develop strategies for the personal safety of women and children by:

a) helping community residents and teachers to work together in opposing the publication of pornography and violent materials;

b) helping residents to establish a neighbourhood watch group, intent on preventing the dissemination of pornography and violent materials;

c) helping residents establish "safe" communities; and

d) lobbying governments, publishers and distributors to bring about changes.

V Establish a committee composed of a group of School Board employees, to liaise with parents and other groups in the community around developing strategies for the personal safety of women and children.

RECOMMENDATION 5

It is recommended that:

School Boards improve the status of their female employees through the establishment of Affirmative Action policies.

RATIONALE

Women employed by school boards are under-represented in positions of responsibility. This situation perpetuates the attitudes that women are inferior-incapable of leadership, or of contributing to major decision-making processes within the organizations. Students identify with role-models, and it is important that they are provided with both male and female leadership models. Women employees should be encouraged to apply for position which will allow them to develop different skills which will make more jobs accessible to them.

FOCUS OF IMPLEMENTATION

It is important that the following issues be addressed in the policy:

a) the assignment of more women to positions of responsibility;

b) the opportunity for women to be assigned to traditionally male dominated employment areas, such as engineering and maintenance; and

c) the opportunity for women to experience different jobs through lateral moves and to prevent a "locked-in" employment situation.

RECOMMENDATION 6

That the Metropolitan School Board establish a 24-hour crisis telephone service for its students and their parents or support with funding the Metropolitan Toronto Community Information Centre's new Helpline: Information for Victims of Violence.

RATIONALE

Because of the vulnerability of children and the emerging awareness of the amount of violence directed toward them, it is necessary to establish support systems with direct means of providing assistance to students who have been assaulted or who are threatened by violence in the home, school, or community. Such a service

would provide a 24-hour source of information, advice, assistance and referral in a confidential and sensitive manner.

Parents should also be able to contact this number for advice if their child is a victim of violence and may become involved to assist in a favourable resolution of some incidents.

FOCUS OF IMPLEMENTATION

This service should be:

a) advertised to students in the older elementary grades, the intermediate grades and the senior grades;

b) advertised in the community;

c) displayed in buildings and rooms which young people attend; and

d) listed with other emergency number in telephone directories.

RECOMMENDATION 7

That school boards review policies regarding student safety for all endorsed out-of-school activities including:

a) **door-to-door fund raising for school projects;**

b) **delivering school-related information;**

c) **messenger or running errand services by students; and**

d) **field trips.**

RATIONALE

With the knowledge that any child who is alone is a vulnerable target, the need for the policies and an awareness of the policies become clear.

Boards of Education should establish stringent guidelines which will protect the students while at the same time allowing them to increasingly develop traits such as responsibility, socialization and reliability.

FOCUS OF IMPLEMENTATION

Actions that will raise awareness for both staff and students of the stated policies and the rationale for them were seen as important. These would include distribution of policies, discussion of policies at staff professional development sessions and opportunities for community input and information sharing made available by each principal.

RECOMMENDATION 8

That school boards establish employee and student related policies on sexual harassment.

RATIONALE

Sexual harassment in the school and work place contributes to the myth that some people are objects to be violated and abused. Males and females can be victims of sexual harassment, but the latter are the majority of victims.

Sexual harassment is sometimes tolerated, since the victim feels reporting the incident will expose them to further problems. Other employees and students tolerate it because they fear reprisals (e.g. course failure, job termination or rejections when seeking advancement). Others leave the school or organization to avoid further abuse, or to avoid involvement in an investigative procedure.

The Public Education Committee felt that if it had not already done so, each school board needed to develop ways of dealing with, and preventing, sexual harassment. All employees should be involved in professional development sessions related to the topic and all members of the school community should be aware of their right to be free of harassment and the procedure to follow if they are victims.

The displays and discussions centering around pornography, and exploitive pictures, cartoon and graffiti seemed closely linked to sexual harassment. Professional development sessions suggesting ways of dealing with persons displaying this kind of material, which suggest women are sexual objects, or objects of ridicule were considered important.

FOCUS OF IMPLEMENTATION

All employees and senior students should be made aware that sexual harassment can include:

a) repeated requests for sexual favours;

b) repeated sexually-oriented behaviours;

c) repeated sexually-oriented remarks;

d) reprisals for the rejection of a sexual advance; and

e) displays of exploitive pictures, cartoons or graffiti.

In-service sessions focusing on how, collectively, staff and students can prevent sexual harassment while establishing a humane and positive working environment would be most beneficial.

RECOMMENDATION 9

That school boards make available appropriate self-defense programs for staff and students and, where possible, to others in the community.

RATIONALE

Traditionally, women and children have been viewed as inevitable victims of violence, having little recourse but to submit and hope for the best. Such an attitude reinforces a victim mentality and indirectly endorses society's acceptance of violence against women as the norm.

Yet, recent studies of women who have successfully avoided an assault indicate that women and children need not be, nor are they in reality, inevitable victims. Among successful avoiders of attacks the common denominator is some sort of early, effective resistance. This includes the ability to perceive a potential threat and to react quickly to get out of the situation. Effective resistance can be as simple as running, yelling, or a few well-placed kicks. The earlier the defense response, the more likely it is to surprise the assailant and to be effective.

Self-defense programs act as a means for women and children to explore their own role as victims of violence and develop strategies to gain control over their lives. By focusing on the positive capacities of women and children to control what happens to them, rather than accepting a victim mentality, they encourage an active, decision-making role. As a teaching system, self-defense programs can help students to :

a) identify what is actually happening in an attack situation; and

b) explore various options of response that are best suited to the circumstance and to their own strengths and skills.

CHARACTERISTICS OF A GOOD SELF-DEFENSE PROGRAM

Because of the wide variety of self-defense and martial arts programs available, the Committee felt it is important to note some of the qualities that they agreed characterize an effective self-defense program for women and children. While there needs to be more research done in identifying and assessing the effectiveness of different self-defense systems, the following can act as a guideline in evaluating the suitability of a self-defense program.

1. Appropriateness of course to students' needs - no one system of defense is suited to the differing needs of a variety of students. In evaluating course content, consideration must be given to the age, sex, geographic locale and lifestyle of the students. Courses developed specifically for women and children generally are more responsive to the concerns and needs of these participants.

2. Options and choices - as a general attitude, effective self-defense programs do not tell students what they 'should do' in a particular situation but rather help students to explore the various options open to them. In focusing on the development of positive and realistic attitudes towards strength of character and body, it is hoped that students will become better equipped to make decisions and take control in their own lives.

3. Course content - self-defense for women and children includes more than just the teaching of physical techniques. It must incorporate under the general headings of AWARENESS, AVOIDANCE AND ACTION such topics as: the right to say no, assertiveness, verbal self-defense skills, appropriate levels of response to various situations (e.g. social, on the street at night), roles and self-value and other issues surrounding voilence against women and children.

4. Physical techniques - emphasis should be placed on the basic skills of self-defense, that is simple but effective techniques that do not required a great deal of strength or years of practice. The ultimate goal is not to stay and fight your attacker but rather to get out of the situation as quickly as possible.

5. Teaching methods - a variety of teaching and practice methods must be stressed with the student in an active role. Techniques such as role-playing and discussion groups compliment more traditional teaching methods.

6. Instructor as role model - a critical aspect in the learning of self-defense skills is the student's ability to identify with the instructor as a positive role model. The opportunity to learn from another woman is an important aspect of self-defense classes for teenage girls and women.

IMPLEMENTATION MODELS WITHIN THE PUBLIC EDUCATION SYSTEM

A variety of self-defense programs have already been or could be implemented within the public education system. The course models which follow are representative of a graduated program which reflects both the student's age and present curriculum realities of the education system in Ontario.

a) Streetproofing Program - Early Public School - Girls and Boys

- incorporated within the regular curriculum
- emphasis on the right to say no, private body zones, role-playing, games, films, e.g. "Better be Safe than Sorry", "Red Light, Green Light Coloring Book"

b) Basic Self-Defense Skills - Gr. 7-8

- taught within the regular curriculum
- introduction of physical self-defense techniques

c) Teens Program - High School - Girls

- taught as part of the life-skills program
- physical techniques plus programming around topics such as assertiveness, acquaintance rape, etc.

d) Mothers and Daughters Course - High School

- extra-curricular program
- similar to adult program in self-defense but incorporating opportunities to discuss teen and parental concerns

Other Target Groups:

a) school staff - adult program including sexual harassment; and

b) Continuing Education - adult program for women.

II RECOMMENDATIONS TO METRO COUNCIL

The Public Education Committee, in addressing the needs for public education around public violence against women and children, found a great imbalance between the number of existing community programs and the needs in the community for programs both in variety and in number. Much of what is available appears not to be reaching those in the general public with the greatest need for it and sometimes the programming, when it is available, is not responsive to the needs of its audience. The needs of the non-English speaking community are not being met. A myriad of recommendations seemed necessary to redress the imbalance and our need to structure those fragmented recommendations seemed to reflect the need within the community for a coordinated approach to public education around public violence against women and children.

The Committee also felt it was necessary to address the funding needs of facilities who do educational programs focusing on prevention and awareness of violence in addition to a full workload providing services to women related to violence.

RECOMMENDATION 10

That a Metropolitan Toronto Committee on Violence against Women and Children be established that can address ongoing work in the area of public education as well as in support services and law reform. A detailed report on the Committee will be forwarded to Metro Council for its approval.

The Task Force sees the following issues as ones to be included in those addressed by the Committee:

1. Establishing public education initiative around violence against women and children that are responsive to the many populations in Metropolitan Toronto and co-ordinating information about services available in the community.

2. Producing public education materials on the various aspects of violence against women that focus on the needs of immigrant and/or non-English speaking members of the community. The materials written into programs must be sensitive to the cultural traditions of each ethnic community.

3. Developing materials, such as pamphlets, booklets, slide presentations, films, etc., to inform the public about the availability of services and to educate the public about the unacceptable level of violence in the community.

4. Initiating new and coordinating information about existing self-defense and/or street proofing programs for women and children in cooperation with community resources and determining appropriate means of subsidization to ensure equal access to these programs for low-income women. The focus of these programs would be on the positive capacities of women and children to control what happens to them in public and they would not encourage the "victim mentality" which indirectly endorses the community's acceptance of violence against women as the norm.

5. Encouraging media personnel through educational sessions to recognize a need for:

   a) the reduction of sexism in print and non-print media presentations;

   b) the reduction of sensationalism in reporting acts of violence against women and children;

   c) the monitoring of community radio and television programs to reduce sexism and exploitation of women and children; and

   d) a clear understanding of their role in perpetuating attitudes which support violence.

6. Disseminating information on violence against women in the community.

   New

   a) Developing a Mobile Learning Centre, initiating the staffing of the van, ensure the provision of materials to be disseminated through this mobile facility, and arranging the location of the van at community colleges, universities and various community locations throughout the year, such as shopping centres where people not involved in institutions can be reached.

   Existing

   b) Cable television and public service announcements should be used to inform the public about these new services.

   c) Work with the Community Information Centre of Metropolitan Toronto to provide information to women on services available in the community:

      1) through its daytime and 24-hour emergency inquiry services accessed through multiple listings in the telephone directory;

2) through public distribution of informational materials i.e. through supermarket pamphlet racks.

7. To arrange for space to be made available in each community in schools, libraries, etc., for women to meet to learn about self-defense, to provide support to victims of violence, to set up programs such as Block Sisters to discuss programs and community needs, etc.

8. Establishing links with the Metro Committees on Child Abuse and Battered Wives.

9. To co-ordinate information about the availability of, and initiating new, educational programs for the professional development of groups such as police, teachers, doctors, nurses, children's aid society workers, etc. This should be done in cooperation with the Ministries of Education, Colleges and Universities, Health and Community and Social Services.

RECOMMENDATION 11

That Metro Toronto provide and press the provincial and federal governments to provide funding specifically for the educational programs of facilities such as rape crisis centres, women's counselling and referral centres.

It is essential that those facilities providing public education be further supported and that funding formulae acknowledge the vital service they already provide in this area. Some of the best advisors about the nature of violence and its effects on women are the staffs of those facilities.

We therefore consider it a priority to fund the educational component of their services in a manner that is not linked to the number of (emergency) clients served.

APPENDIX

Police Occurrence Statistics on Crimes of Public Violence against Women and Children in Metropolitan Toronot: 1982

Summary Report of Statistics

The Policing Sub-committee specified 14 criminal offences which it felt reflected the most serious violent acts of those offences directed against women and children. The offences were:

Murder 1st degree;
Murder 2nd degree;
Attempted murder;
Rape;
Attempted rape;
Indecent assault;
Buggery;
Gross indencency;
Causing bodily harm with intent to wound;
Administer noxious thing (poison);
Attempt to choke, suffocate, strangle;
Assault causing bodily harm;
Purse snatching;
Attempted purse snatching.

The Sub-Committee chose to examine the number of occurrences received regarding these offences for the year of 1982.

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attempt purse snatch.

The Sub-committee chose to examine the number of occurrences received regarding these offences for the year of 1982.

Statistical tables of all reported incidents of the 14 offences were generated by computer. The tables were broken down by age and sex of victim by type of criminal offence by patrol area, premise type, weapons or means, time of occurrence or actual age of the victim.[1] Tables examining these variables are presented in Section I of the report. In Section I and Section II of the report tables are presented only for those offence types which account for the greatest number of occurrence reports.

Upon a manual search of the occurrence reports, tables were produced which examined the relationships of the offender to the victim and the method of approach or circumstances of the incident. The tables examining these variables are presented in Section II.

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[1] The figures presented in the Tables of Section I of this report are not identical with those presented in the Preliminary Report. It should be noted that the figures presented in the earlier report included occurrences which involved family disputes and instances of child abuse. The mandate of the Task Force was to examine public violence. Therefore, family disputes and child abuse cases involving family members were excluded from the sample. An occurrence may have been flagged as an instance of child abuse but may not have involved a family member. In order to ensure that instances of child abuse perpetrated by someone other than a family member were not inappropriately excluded, all occurrence reports labelled child abuse were examined and those offences involving non-family members were kept in the sample. The sample size was further reduced by excluding occurrences for the following reasons: an occurrence involving an adult victim appearing on the child list (e.g. adult male on juvenile male list); occurrences appearing more than once on an offence list; occurrences listed under wrong heading (e.g. a theft under occurrence appearing on the indecent assault list); occurrences where the victim admitted to fabricating the incident.

Before presenting the tables it must be stressed that the figures do not represent confirmed incidents of offences against women and children but reported, alleged incidents.

SECTION I

It has already been noted in the main body of the Policing Sub-committee's Report that Metropolitan Toronto is generally a safe city. In comparison with other large metropolitan areas in North America, Metropolitan Toronto has the lowest rate of violent crimes.

During 1982, the total number of reported incidents (Canadian Criminal Code offences) to the Metropolitan Toronto Police Force was 75,639. The number of reported incidents of the 14 offences identified by the Sub-committee against women (16 years of age and over) and children (15 years of age and younger) was:

women -	1834	(2.42% of 75,639)
girls -	294	(0.39% of 75,639)
boys -	228	(0.30% of 75,639)

1982

MALE CHILDREN (15 YEARS OF AGE AND YOUNGER)

OFFENCE TYPE

During 1982, there was a total of 228 reported occurrences of the 14 offence types specified by the Sub-committee in which boys were the victims.

The breakdown was as follows:

- 66.23% (151 of 228) were Assault Causing Bodily Harm;
- 25.00% (57 of 228) were Indecent Assault on a Male;
- and the remaining 8.77% (20 of 228) were occurrences of Causing Bodily Harm with Intent to Wound, Maim or Disfigure; Buggery; Attempt to Choke, Suffocate or Strangle; Murder - 1st, 2nd Degree; Attempt to Murder.

PATROL AREA

Assault Causing Bodily Harm: There appeared to be no single Patrol Area in which this type of offence was most likely to occur. The distribution for the Districts was:

DISTRICT 1 - 36
DISTRICT 2 - 17
DISTRICT 3 - 19
DISTRICT 4 - 34
DISTRICT 5 - 45

Indecent Assault on a Male: With the exception of Patrol Area 1304 in District 1, there appeared to be no single patrol area in which this type of offence was most likely to occur during 1982.(Patrol Area 1304 had 12 occurrences—11 of these occurrences involved a school principal who assaulted 11 children.)

The distribution of occurrences throughout the districts was:

DISTRICT 1 -	18
DISTRICT 2 -	0
DISTRICT 3 -	11
DISTRICT 4 -	8
DISTRICT 5 -	18
DISTRICT UNDETERMINED -	2

PREMISE TYPE

The likelihood of the 14 specified offences occurring in the different premise types is given below.

PREMISE TYPE *	% (x of 228)
STREET	24.56% (56 of 228)
APARTMENT/HOME LIVING AREA	14.91% (34 of 228)
OTHER APARTMENT AREAS	13.16% (30 of 228)
SCHOOLS	14.91% (34 of 228)
STORES	7.89% (18 of 228)
BEACHES AND PARKS	5.70% (13 of 228)

PREMISE TYPE *	% (x of 228)
ENTERTAINMENT	3.07% (7 of 228)
BUS STATIONS	3.07% (7 of 228)
VACANT LOTS	2.63% (6 of 228)
HOTELS	1.75% (4 of 228)
GARAGES	1.32% (3 of 228)
ISLANDS	0.88% (2 of 228)
C.N.E.	0.88% (2 of 228)
UNDERPASS	0.44% (1 of 228)
STADIUMS	0.44% (1 of 228)
GROUP HOMES	0.44% (1 of 228)
TRANSIT CARS	0.44% (1 of 228)
SCHOOL BUS	0.44% (1 of 228)
OTHER	3.07% (7 of 228)
TOTAL [2]	100.00% (228)

* NOTE: The variables Premise Type, Means or Weapons and Time cover a wide range of coding categories. For example, there are 437 coding categories for the variable Premise Type. These 437 categories were collapsed into 22 categories in order to put the data into a manageable form for interpretation. The category GARAGES includes not only garages but also parking lots, driveways and service stations. The original categories for the collapsed variables are appended to this report.

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[2] Percentage totals may not always correspond exactly to 100.00% due to rounding to 2 decimal places.

Assault Causing Bodily Harm: This type of occurrence was reported to occur most often in the following premise types:

PREMISE TYPE	% (x of 151)
STREET	32.45% (49 of 151)
SCHOOLS	17.88% (27 of 151)
OTHER APARTMENT AREAS	14.57% (22 of 151)
STORES	9.27% (14 of 151)
TOTAL	74.17% (112 of 151)

The remainder of the occurrences took place in the various other premise types.

Indecent Assault on a Male: Indecent assaults were reported to occur most often in the following premise types:

PREMISE TYPE	% (x of 57)
APARTMENT LIVING AREA	40.35% (23 of 57)
SCHOOLS	10.53% (6 of 57)
OTHER APARTMENT AREAS	10.53% (6 of 57)
BEACHES AND PARKS	8.77% (5 of 57)
TOTAL	70.18% (40 of 57)

The remainder of the occurrences took place in the various other premise types.

MEANS OR WEAPONS

The category NO WEAPON must be qualified before presenting the findings. This category does not take into account that an alleged offender may have physically or verbally intimidated a victim. The variable MEANS or WEAPONS only specifies physical objects which may have been used as a weapon in the offences listed.

Approximately 77.00% of the 14 offences specified did not involve the use of a weapon. The likelihood of weapons being used was:

MEANS OR TYPE OF WEAPON	% (x of 228)
NO WEAPON USED	77.19% (176 of 228)
ROCK, BRICK, BOTTLE	12.28% (28 of 228)
CUTTING KNIVES	4.39% (10 of 228)
GUN	3.07% (7 of 228)
OTHER WEAPONS	2.19% (5 of 228)
MULTIPLE WEAPONS USED	0.44% (1 of 228)
POSES AS A DOCTOR	0.44% (1 of 228)
TOTAL	100.00% (228)

REPORTED TIME OF OCCURRENCE

Approximately one-third (32.90%) of the occurrences were reported to have taken place between 4p.m. and 9p.m.

TIME	% (x of 228)
midnight to 3a.m.	3.95% (9 of 228)
3a.m. to 8a.m.	1.32% (3 of 228)
8a.m. to noon	7.46% (17 of 228)
noon to 4p.m.	28.95% (66 of 228)
4p.m. to 6p.m.	16.67% (38 of 228)
6p.m. to 9p.m.	16.23% (37 of 228)
9p.m. to midnight	13.16% (30 of 228)
unknown	12.28% (28 of 228)
TOTAL	100.00% (228)

Assault Causing Bodily Harm: Almost one-third of these occurrences reportedly took place between noon and 4p.m.

TIME	% (x of 151)
midnight to 3a.m.	3.31% (5 of 151)
3a.m. to 8a.m.	0.66% (1 of 151)
8a.m. to noon	9.27% (14 of 151)
noon to 4p.m.	33.11% (50 of 151)
4p.m. to 6p.m.	16.56% (25 of 151)
6p.m. to 9p.m.	15.89% (24 of 151)
9p.m. to midnight	17.88% (27 of 151)
unknown	3.31% (5 of 151)
TOTAL	100.00% (151)

Indecent Assault on a Male: Approximately one-third (36.84%) of these occurrences reportedly took place between 4p.m. and 9p.m. and one-fifth between noon and 4p.m. (17.54%).

TIME	% (x of 57)
midnight to 3a.m.	3.51% (2 of 57)
3a.m. to 8a.m.	0.00% (0 of 57)
8a.m. to noon	5.26% (3 of 57)
noon to 4p.m.	17.54% (10 of 57)
4p.m. to 6p.m.	15.79% (9 of 57)
6p.m. to 9p.m.	21.05% (12 of 57)
9p.m. to midnight	1.75% (1 of 57)
unknown	35.09% (20 of 57)
TOTAL	100.00% (57)

AGE OF VICTIM

The range of ages of male child victims was from less than 1 year old up to and including 15 years. The average age of male victims was 11.43 years.

Assault Causing Bodily Harm: The average age of male victims of this offence was 12.46 years.

Indecent Assault on a Male: The average age of male victims of this offence was 9.09 years.

FEMALE CHILDREN (15 YEARS OF AGE AND YOUNGER)

OFFENCE TYPE

During 1982 there was a total of 294 reported occurrences of the 14 specified offence types in which girls were the victims.

The breakdown was as follows:

- 72.45% (213 of 294) were Indecent Assault on a Female;
- 21.77% (64 of 294) were Assault Causing Bodily Harm;
- 2.72% (8 of 294) were Rape;
- and the remaining 3.06% (9 of 294) were occurrences of Attempt Rape, Buggery, Gross Indecency, Causing Bodily Harm with Intent to Wound, Maim or Disfigure; Administer Noxious Substance (Poison); Attempt to Choke, Suffocate or Strangle.

Indecent Assault on a Female: As was the case with boys, there was no particular patrol area which appeared to be a high risk area.

The distribution for the 5 Districts was:

DISTRICT 1 - 41 occurrences
DISTRICT 2 - 22 occurrences
DISTRICT 3 - 62 occurrences
DISTRICT 4 - 35 occurrences
DISTRICT 5 - 52 occurrences
DISTRICT UNDETERMINED - 1 occurrence

Assault Causing Bodily Harm: Again, no particular patrol area appeared to be a high risk area. The distribution for the 5 Districts was:

DISTRICT 1 - 13 occurrences
DISTRICT 2 - 8 occurrences
DISTRICT 3 - 6 occurrences
DISTRICT 4 - 15 occurrences
DISTRICT 5 - 22 occurrences

PREMISE TYPE

The likelihood of the 14 specified offences occurring in the different premise types is given below.

PREMISE TYPE	% (x of 294)
APARTMENT LIVING AREA	27.21% (80 of 294)
OTHER APARTMENT AREAS	20.41% (60 of 294)
STREET	13.27% (39 of 294)
SCHOOLS	12.59% (37 of 294)
BEACHES AND PARKS	8.16% (24 of 294)
STORES	5.44% (16 of 294)
GARAGES	3.40% (10 of 294)
TRANSIT CARS	2.04% (6 of 294)
ENTERTAINMENT	1.70% (5 of 294)
VACANT LOTS	1.36% (4 of 294)
OFFICE BUILDINGS	1.36% (4 of 294)
BUS STATIONS	1.36% (4 of 294)
GROUP HOMES	0.68% (2 of 294)
UNDERPASS	0.34% (1 of 294)
OTHER	0.68% (2 of 294)
TOTAL	100.00% (294)

Indecent Assault on a Female: This type of occurrence was reported to occur most often in the following premise types:

PREMISE TYPE	% (x of 213)
APARTMENT LIVING AREA	29.11% (62 of 213)
OTHER APARTMENT AREAS	22.54% (48 of 213)
STREET	10.33% (22 of 213)
SCHOOLS	10.33% (22 of 213)
BEACHES AND PARKS	7.04% (15 of 213)
STORES	7.04% (15 of 213)
TOTAL	86.39% (184 of 213)

The remainder of occurrences took place in the various other premise types.

Assault Causing Bodily Harm: This type of occurrence was reported to occur most often in the following premise types:

PREMISE TYPE	% (x of 64)
STREET	23.44% (15 of 64)
SCHOOLS	21.88% (14 of 64)
APARTMENT LIVING AREA	14.06% (9 of 64)
OTHER APARTMENT AREAS	14.06% (9 of 64)
BEACHES AND PARKS	10.94% (7 of 64)
TOTAL	84.38% (54 of 64)

MEANS OR WEAPONS

Approximately 91.00% of the 14 offences specified did not involve the use of weapons.

MEANS OR TYPE OF WEAPON	% (x of 294)
NO WEAPON USED	90.82% (267 of 294)
ROCK, BRICK, BOTTLE	4.42% (13 of 294)
CUTTING KNIVES	2.38% (7 of 294)
CUTTING INSTRUMENT, RAZOR, BOTTLES	0.68% (2 of 294)
OTHER WEAPONS	0.68% (2 of 294)
GUN	0.34% (1 of 294)
MULTIPLE WEAPONS USED	0.34% (1 of 294)
POSES AS A POLICE OFFICER	0.34% (1 of 294)
TOTAL	100.00% (294)

Indecent Assault on a Female: The majority of these occurrences (98.59%) involved no weapon.

Assault Causing Bodily Harm: No weapon was used in 71.88% of these occurrences. Rocks, bricks, or bottles were used in 20.31% of the occurrences.

REPORTED TIME OF OCCURRENCE

Approximately one-quarter of the occurrences were reported to have taken place between noon and 4p.m. and one-third between 4p.m. and 9p.m.

TIME	% (x of 294)
midnight to 3a.m.	3.40% (10 of 294)
3a.m. to 8a.m.	2.72% (8 of 294)
8a.m. to noon	6.80% (20 of 294)
noon to 4p.m.	25.17% (74 of 294)
4p.m. to 6p.m.	15.31% (45 of 294)
6p.m. to 9p.m.	20.41% (60 of 294)
9p.m. to midnight	13.61% (40 of 294)
unknown	12.59% (37 of 294)
TOTAL	100.00% (294)

Indecent Assault on a Female: Approximately one-quarter of this type of offence occurred between noon and 4p.m. and one-third between 4p.m. and 9p.m.

TIME	% (x of 213)
midnight to 3a.m.	3.29% (7 of 213)
3a.m. to 8a.m.	1.41% (3 of 213)
8a.m. to noon	6.10% (13 of 213)
noon to 4p.m.	25.35% (54 of 213)
4p.m. to 6p.m.	16.43% (35 of 213)
6p.m. to 9p.m.	20.66% (44 of 213)
9p.m. to midnight	11.27% (24 of 213)
unknown	15.49% (33 of 213)
TOTAL	100.00% (213)

Assault Causing Bodily Harm: Approximately two-thirds of this type of offence occurred between noon and 9p.m.

TIME	% (x of 64)
midnight to 3a.m.	3.13% (2 of 64)
3a.m. to 8a.m.	3.13% (2 of 64)
8a.m. to noon	7.81% (5 of 64)
noon to 4p.m.	29.69% (19 of 64)
4p.m. to 6p.m.	10.94% (7 of 64)
6p.m. to 9p.m.	21.88% (14 of 64)
9p.m. to midnight	17.19% (11 of 64)
unknown	6.25% (4 of 64)
TOTAL	100.00% (64)

AGE OF VICTIM

The range of ages of female child victims was from 1 year up to and including 15 years. The average age of victims was 11 years.

Indecent Assault on Female: The range of ages was 2 years up to and including 15 years. The average age of victims of this offence was 10.58 years.

Assault Causing Bodily Harm: The range of ages was less than 1 year up to and including 15 years. The average age of victims of this offence was 11.89 years.

WOMEN (16 YEARS PLUS)

OFFENCE TYPE

During 1982 there was a total of 1834 reported occurrences of the 14 specified offence types in which women were the victims.

The breakdown was as follows:

- 37.95% (696 of 1834) were Assault Causing Bodily Harm occurrences;
- 30.26% (555 of 1834) were Indecent Assault on a Female occurrences;
- 18.21% (334 of 1834) were Purse Snatch occurrences;
- 6.02% (114 of 1834) were Rape occurrences;
- 2.84% (52 of 1834) were Attempt Purse Snatch occurrences;
- and the remaining 4.52% were occurrences of Murder - 1st, 2nd Degree; Attempted Murder; Attempt Rape; Buggery; Causing Bodily Harm with Intent to Wound, Maim or Disfigure; Administer Noxious Substance (Poison); Attempt to Choke, Suffocate or Strangle.

PATROL AREA

Once again, no single patrol area appeared to be a high risk area in any of the 4 offences which accounted for the largest proportion of offences.

Assault Causing Bodily Harm:

DISTRICT 1	-	175 occurrences
DISTRICT 2	-	60 occurrences
DISTRICT 3	-	91 occurrences
DISTRICT 4	-	79 occurrences
DISTRICT 5	-	286 occurrences
DISTRICT UNDETERMINED	-	5 occurrences

Indecent Assault on a Female:

DISTRICT 1	-	129 occurrences
DISTRICT 2	-	60 occurrences
DISTRICT 3	-	108 occurrences
DISTRICT 4	-	58 occurrences
DISTRICT 5	-	196 occurrences
DISTRICT UNDETERMINED	-	4 occurrences.

Purse Snatch:

DISTRICT 1	-	74 occurrences
DISTRICT 2	-	27 occurrences
DISTRICT 3	-	56 occurrences
DISTRICT 4	-	34 occurrences
DISTRICT 5	-	142 occurrences
DISTRICT UNDETERMINED	-	1 occurrence

Rape:

DISTRICT 1 - 23 occurrences
DISTRICT 2 - 10 occurrences
DISTRICT 3 - 20 occurrences
DISTRICT 4 - 15 occurrences
DISTRICT 5 - 40 occurrences
DISTRICT UNDETERMINED - 6 occurrences

PREMISE TYPE

The likelihood of the 14 specified offences occurring in the different premise types is given in the table below.

PREMISE TYPE	% (x of 1834)
STREET	31.13% (571 of 1834)
APARTMENT LIVING AREA	23.94% (439 of 1834)
OTHER APARTMENT AREA	14.18% (260 of 1834)
GARAGES	5.62% (103 of 1834)
STORES	5.56% (102 of 1834)
HOTELS	3.44% (63 of 1834)
BUS STATIONS	3.38% (62 of 1834)
BEACHES AND PARKS	2.84% (52 of 1834)
TRANSIT CARS	2.07% (38 of 1834)
SCHOOLS	2.02% (37 of 1834)
OFFICE BUILDINGS	1.58% (29 of 1834)
VACANT LOTS	0.87% (16 of 1834)
UNDERPASS	0.60% (11 of 1834)
GROUP HOMES	0.49% (9 of 1834)
BARS	0.49% (9 of 1834)

PREMISE TYPE	% (x of 1834)
ENTERTAINMENT	0.44% (8 of 1834)
C.N.E.	0.16% (3 of 1834)
SCHOOL BUS	0.11% (2 of 1834)
ISLANDS	0.05% (1 of 1834)
CONSTRUCTION	0.05% (1 of 1834)
OTHER	0.93% (17 of 1834)
UNDETERMINED	0.05% (1 of 1834)
TOTAL	100.00% (1834)

Assault Causing Bodily Harm: Almost 40.00% of this type of occurrence took place in an apartment living area.

PREMISE TYPE	% (x of 696)
APARTMENT LIVING AREA	39.51% (275 of 696)
STREET	18.10% (126 of 696)
OTHER APARTMENT AREAS	13.65% (95 of 696)
STORES	6.90% (48 of 696)
HOTEL	6.32% (44 of 696)
GARAGES	2.87% (20 of 696)
TOTAL	87.35% (608 of 696)

Indecent Assault on a Female: Almost one-third of the occurrences of this type of offence type occurred on the street.

PREMISE TYPE	% (x of 555)
STREET	29.55% (164 of 555)
APARTMENT LIVING AREA	14.95% (83 of 555)
OTHER APARTMENT AREAS	14.41% (80 of 555)
GARAGES	7.75% (43 of 555)
STORES	6.85% (38 of 555)
BUS STATIONS	5.95% (33 of 555)
TRANSIT CARS	4.86% (27 of 555)
BEACHES AND PARKS	4.68% (26 of 555)
TOTAL	89.00% (494 of 555)

Purse Snatch: Almost 70.00% of this type of occurrence took place on the street.

PREMISE TYPE	% (x of 334)
STREET	67.07% (224 of 334)
OTHER APARTMENT AREAS	15.57% (52 of 334)
GARAGES	4.79% (16 of 334)
BUS STATIONS	4.19% (14 of 334)
TOTAL	91.62% (306 of 334)

Rape: Approximately 40.00% of this type of occurrence took place in an apartment living area.

PREMISE TYPE	% (x of 114)
APARTMENT LIVING AREA	41.23% (47 of 114)
GARAGES	14.04% (16 of 114)
STREET	11.40% (13 of 114)
OTHER APARTMENT AREAS	7.89% (9 of 114)
HOTELS	7.02% (8 of 114)
VACANT LOTS	6.14% (7 of 114)
TOTAL	87.72% (100 of 114)

MEANS OR WEAPONS

No weapon was used in over 80.00% of the 14 offence types examined.

MEANS OR TYPE OF WEAPON	% (x of 1834)
NO WEAPON USED	83.59% (1533 of 1834)
ROCK, BRICK, BOTTLE	6.05% (111 of 1834)
KNIVES	5.56% (102 of 1834)
MULTIPLE WEAPONS USED	1.53% (28 of 1834)
CUTTING INSTRUMENT, RAZOR, BOTTLE	0.93% (17 of 1834)
GUN	0.71% (13 of 1834)
POSES AS A POLICEMAN	0.27% (5 of 1834)
POSES AS A DOCTOR	0.05% (1 of 1834)
OTHER WEAPONS	1.31% (24 of 1834)
TOTAL	100.00% (1834)

Assault Causing Bodily Harm: The majority of these occurrences (74.14%) did not involve a weapon. Weapons of the type Rocks, Bricks, or Bottles accounted for 14.80% of these occurrences.

Indecent Assault on a Female: The majority of these occurrences (95.50%) did not involve a weapon.

Purse Snatch: Again, the majority of these occurrences (96.41%) did not involve a weapon.

Rape: Over half of the rape occurrences (64.04%) did not involve a weapon. Knives were used in 21.93% of the occurrences.

REPORTED TIME OF OCCURRENCE

The table of TIME of OCCURRENCES for women victims is given below.

TIME	% (x of 1834)
midnight to 3a.m.	19.57% (359 of 1834)
3a.m. to 8a.m.	8.72% (160 of 1834)
8a.m. to noon	7.09% (130 of 1834)
noon to 4p.m.	14.01% (257 of 1834)
4p.m. to 6p.m.	10.36% (190 of 1834)
6p.m. to 9p.m.	17.12% (314 of 1834)
9p.m. to midnight	20.12% (369 of 1834)
unknown	3.00% (55 of 1834)
TOTAL	100.00% (1834)

Assault Causing Bodily Harm: Approximately one-fifth of these offence types occurred between 9p.m. and midnight.

TIME	% (x of 694)
midnight to 3a.m.	23.42% (163 of 694)
3a.m. to 8a.m.	8.05% (56 of 694)
8a.m. to noon	5.89% (41 of 694)
noon to 4p.m.	13.51% (94 of 694)
4p.m. to 6p.m.	9.20% (64 of 694)
6p.m. to 9p.m.	16.09% (112 of 694)
9p.m. to midnight	19.25% (134 of 694)
unknown	4.60% (32 of 694)
TOTAL	100.00% (694)

Indecent Assault on a Female:

TIME	% (x of 555)
midnight to 3a.m.	16.04% (89 of 555)
3a.m. to 8a.m.	10.82% (60 of 555)
8a.m. to noon	10.63% (59 of 555)
noon to 4p.m.	14.41% (80 of 555)
4p.m. to 6p.m.	12.43% (69 of 555)
6p.m. to 9p.m.	16.04% (89 of 555)
9p.m. to midnight	17.30% (96 of 555)
unknown	2.34% (13 of 555)
TOTAL	100.00% (555)

Purse Snatch: Almost 50.00% of the Purse Snatch offences were reported to have occurred between 6p.m. and midnight.

TIME	% (x of 334)
midnight to 3a.m.	10.48% (35 of 334)
3a.m. to 8a.m.	3.29% (11 of 334)
8a.m. to noon	5.09% (17 of 334)
noon to 4p.m.	19.46% (65 of 334)
4p.m. to 6p.m.	12.57% (42 of 334)
6p.m. to 9p.m.	24.85% (83 of 334)
9p.m. to midnight	24.25% (81 of 334)
TOTAL	100.00% (334)

Rape: Approximately 40.00% of the reported rapes occurred between midnight and 3a.m. and approximately one-fifth occurred between 9p.m. and midnight.

TIME	% (x of 114)
midnight to 3a.m.	37.72% (43 of 114)
3a.m. to 8a.m.	16.67% (19 of 114)
8a.m. to noon	7.89% (9 of 114)
noon to 4p.m.	4.39% (5 of 114)
4p.m. to 6p.m.	3.51% (4 of 114)
6p.m. to 9p.m.	6.14% (7 of 114)
9p.m. to midnight	18.42% (21 of 114)
unknown	5.26% (6 of 114)
TOTAL	100.00% (114)

AGE OF VICTIM

The range of ages of women who were victims was 16 years to 87 years. The average age of victims was 31.45 years.

Assault Causing Bodily Harm : The range of ages for victims of this offence was 16 years to 78 years. The average age was 29.12 years.

Indecent Assault on a Female: The range of ages for victims of this offence was 16 years to 79 years. The average age was 35.20 years.

Purse Snatch: The range of ages for victims of this offence was 16 years yo 87 years. The average age was 48.09 years.

Rape: The range of ages for victims of this offence was 16 years to 59 years. The average age was 26.06 years.

SECTION II

RELATIONSHIP AND "APPROACH"

Occurrence reports were examined in order to extract information regarding the relationship of the offender to the victim and the approach or circumstances surrounding the alleged offences.

RELATIONSHIP

Fourteen categories of relationships (of the offender to the victim) were specified upon examining the occurrence reports. Some of the categories require explanation.

Stranger: no relationship to the victim.

Met Same Day: no relationship other than a first time acquaintance; usually the victim and alleged offender met for the first time on the day of the offence e.g. victim met alleged offender at a party or bar same day allegedly assaulted by offender.

Casual Acquaintance: the alleged offender is someone familiar to the victim but not one with whom the victim regularly associates; not a close friend e.g. someone the victim may see at the bus-stop and speaks with occasionally; a friend of a friend; children in school who know one another, only to say hello to but not to play together.

Friend/Relative: more than a casual acquaintance.

Caretaker: individual who has been given the responsibility of caring for the victim e.g. babysitter.

Friend of Victim's Parents/Guardians: e.g. friend of family, mother's boyfriend.

Older Individual Who Has Befriended Victim: someone who may not be known to the parents of the victim but an individual who has established a relationship with the victim e.g. older person in neighbourhood who may continually ask victim to perform odd jobs, run errands, etc.

Friend of Spouse/Boyfriend: not necessarily a friend of the victim's or even known to the victim before the alleged offence.

Other: e.g. an older person defending the victim (usually a child)

Unknown: relationship of offender to the victim not known.

MALE CHILDREN

RELATIONSHIP OF OFFENDER TO VICTIM	OFFENCE TYPE			
	ASSAULT CAUSING BODILY HARM		INDECENT ASSAULT ON A MALE	
STRANGER	71	(47.02%)	24	(45.61%)
MET SAME DAY		-		-
CASUAL ACQUAINTANCE	67	(44.37%)	5	(8.77%)
FRIEND/RELATIVE	5	(3.31%)	1	(1.75%)
CARETAKER	1	(0.66%)	12	(21.05%)
FRIEND OF VICTIM'S PARENTS	2	(1.32%)	6	(10.53%)
OLDER INDIVIDUAL WHO HAS BEFRIENDED VICTIM		-	6	(10.53%)
BOYFRIEND		-		-
EMPLOYER/SUPERVISOR		-		-
FRIEND OF SPOUSE/ BOYFRIEND		-		-
TENANT		-		-
LANDLORD		-		-
CO-WORKER		-		-
OTHER	2	(1.32%)		-
UNKNOWN	3	(1.99%)	1	(1.75%)
TOTAL	151		57	

FEMALE CHILDREN

RELATIONSHIP OF OFFENDER TO VICTIM	OFFENCE TYPE		
	INDECENT ASSAULT ON A FEMALE	ASSAULT CAUSING BODILY HARM	RAPE *
STRANGER	106 (49.77%)	14 (21.88%)	4 (50.00%)
MET SAME DAY	3 (1.41%)	-	1 (12.50%)
CASUAL ACQUAINTANCE	43 (20.19%)	24 (37.50%)	2 (25.00%)
FRIEND/RELATIVE	7 (3.29%)	3 (4.69%)	1 (12.50%)
CARETAKER	30 (14.08%)	4 (6.25%)	-
FRIEND OF VICTIM'S PARENTS	11 (5.16%)	2 (3.13%)	-
OLDER INDIVIDUAL WHO HAS BEFRIENDED VICTIM	6 (2.82%)	-	-
BOYFRIEND	-	4 (6.25%)	-
EMPLOYER/SUPERVISOR	2 (0.94%)	-	-
FRIEND OF SPOUSE/ BOYFRIEND	-	-	-
TENANT	2 (0.94%)	1 (1.56%)	-
LANDLORD	-	-	-
CO-WORKER	1 (0.47%)	-	-
OTHER	-	-	-
UNKNOWN	2 (0.94%)	12 (18.75%)	-
TOTAL	213 (100.00%)	64 (100.00%)	8 (100.00%)

* NOTE: Even though the offence type Rape did not account for a large proportion of the occurrences involving female children, it was included because of its seriousness.

WOMEN

RELATIONSHIP OF OFFENDER TO VICTIM	OFFENCE TYPE			
	* INDECENT ASSAULT	* ASSAULT CAUSING BODILY HARM	* PURSE SNATCH	ATTEMPT ** PURSE SNATCH
STRANGER	81 (72.97%)	35 (25.18%)	67 (100.00%)	52 (100.00%)
MET SAME DAY	11 (9.91%)	6 (4.32%)		
CASUAL ACQUAINTANCE	10 (9.01%)	36 (25.90%)		
FRIEND/RELATIVE	1 (0.90%)	7 (5.04%)		
CARETAKER	-	1 (0.72%)		
FRIEND OF VICTIM'S PARENTS	-	-		
OLDER INDIVIDUAL WHO HAS BEFRIENDED VICTIM	-	-		
BOYFRIEND	-	29 (20.86%)		
EMPLOYER/SUPERVISOR	1 (0.90%)	3 (2.16%)		
FRIEND OF SPOUSE/BOYFRIEND	2 (1.80%)	-		
TENANT	1 (0.90%)	11 (7.91%)		
LANDLORD	1 (0.90%)	1 (0.72%)		
CO-WORKER	1 (0.90%)	2 (1.44%)		
OTHER	-	-		
UNKNOWN	2 (1.80%)	8 (5.76%)		
TOTAL	111 (100.00%)	139 (100.00%)	67 (100.00%)	52 (100.00%)

WOMEN (CONT'D)

RELATIONSHIP OF OFFENDER TO VICTIM	OFFENCE TYPE	
	RAPE	**ATTEMPT RAPE
STRANGER	63 (55.26%)	22 (68.75%)
MET SAME DAY	20 (17.54%)	3 (9.38%)
CASUAL ACQUAINTANCE	15 (13.16%)	3 (9.38%)
FRIEND/RELATIVE	1 (0.88%)	1 (3.13%)
CARETAKER	-	-
FRIEND OF VICTIM'S PARENTS	1 (0.88%)	-
OLDER INDIVIDUAL WHO HAS BEFRIENDED VICTIM	2 (1.75%)	-
BOYFRIEND	7 (6.14%)	-
EMPLOYER/SUPERVISOR	2 (1.75%)	-
FRIEND OF SPOUSE/ BOYFRIEND	3 (2.63%)	-
TENANT	-	1 (3.13%)
LANDLORD	-	-
CO-WORKER	-	-
OTHER	-	-
UNKNOWN	-	2 (6.25%)
TOTAL	114 (100.00%)	32 (100.00%)

* A random sample of one in five was taken for each of these offence types.

** The offence types of Attempted Purse Snatch and Attempt Rape were presented in this table because of their seriousness even though they did not account for a large proportion of the occurrences.

NOTE: Percentages were calculated on the sample of 1 in 5 e.g. with respect to Indecent Assault occurrences the % is based on the total 111 as opposed to the total sample size of 555.

APPROACH

Each occurrence examined presented a unique set of circumstances. This made the task of categorizing the type of approach, or circumstances, very difficult since the data could not be presented in a manageable and meaningful manner without the sacrifice of detail. Upon examination of the occurrences several broad categories into which occurrences could be classified became apparent.

A brief description of these categories is necessary before presenting the tables.

UNEXPECTED STRIKE: those instances in which there was no warning of an assault. Examples of an unexpected strike: victim out jogging and attacked; victim's home broken into and victim attacked.

For the offence types Rape and Attempt Rape this category was further broken down into the sub-categories PUBLIC PLACE and FORCED ENTRY INTO HOME. The former indicating that the alleged offence took place in a place other than the victim's home and the latter indicating that the alleged

offence took place in the victim's home and that the offender was not allowed entry by the victim e.g. forced his way in when the victim answered the door or the offender entered into the victim's home in order to commit a burglary.

For the offence types of PURSE SNATCH and ATTEMPT PURSE SNATCH the category UNEXPECTED STRIKE was broken down into the sub-categories: OFFENDER APPROACHED VICTIM FROM BEHIND; OFFENDER CAME TOWARD THE VICTIM; OFFENDER STARTED A CONVERSATION WITH THE VICTIM (asked for the time, directions, etc); OFFENDER WAS IN AN ENCLOSED AREA WITH THE VICTIM (e.g. elevator).

It should be noted that the UNEXPECTED STRIKE category is meant to distinguish those offences which occurred "out of the blue" from those offences in which the victim was in the presence of the alleged offender willingly or knowlingly. It should not be inferred that in these latter instances, the victim was not surprised by the attacker or could foresee the attack. Rather, these categories are meant to depict the type of social situations in which victims may find themselves and which make them vulnerable to attack. It should also not be inferred that because the victim was in the presence of the alleged offender, he/she precipitated or consented to the attack.

OTHER: this category involved situations where: the victim came to the assistance of another involved in a dispute with the alleged offender; teacher disciplining victim; alleged offender assaulting victim for the purpose of protecting or "avenging" a friend or sibling; victim was a bystander observing a dispute on the street who became involved in the incident.

"PICKED UP" ON STREET: those instances where the victim met the alleged offender on the street and the victim accompanied him. The relationship between the alleged offender and victim was usually a first time acquaintance or casual acquaintance.

ACCOMPANIED OFFENDER FROM PARTY/BAR: those instances where the victim met the alleged offender at a party or bar and later accompanied the offender back to his apartment, or to a restaurant for a drink/coffee, or accepted a ride home from the offender. Often the alleged offender was a first time acquaintance (e.g. mutual friends of the party hosts),

casual acquaintance or even someone who had been out with the victim in the past.

VICTIM AND OFFENDER TOGETHER FOR SOCIAL REASONS: those instances that could not be described as "pick-up" situations (whether on the street or in a bar/party). e.g. victim lives with her boyfriend – a friend of her boyfriend is temporarily staying with them – her boyfriend is not at home and victim finds herself alone with the alleged offender; out on a date with alleged offender; instances where no explanation given other than they were together or that the alleged offender convinced the victim to go with him.

VICTIM OPENED DOOR TO OFFENDER: alleged offender may or may not have been known to the victim. Victim answered door and was attacked, or allowed alleged offender to enter dwelling and subsequently was attacked.

"PICK-UP" PURPOSES OF PROSTITUTION: victim met the alleged offender for the purpose of soliciting sex.

JUVENILE MALES

APPROACH	OFFENCE TYPE ASSAULT CAUSING BODILY HARM
UNEXPECTED STRIKE	53 (35.10%)
DISPUTE	65 (43.05%)
OTHER	33 (21.85%)
TOTAL	151 (100.00%)

APPROACH	OFFENCE TYPE INDECENT ASSAULT
UNEXPECTED STRIKE	24 (42.11%)
SOCIAL SITUATION	33*(57.89%)
TOTAL	57 (100.00%)

* 4 of these would be classified as "pick-up" situations where the victim met the alleged offender on the same day.

JUVENILE FEMALES

APPROACH	OFFENCE TYPE: INDECENT ASSAULT ON A FEMALE	OFFENCE TYPE: ASSAULT CAUSING BODILY HARM
UNEXPECTED STRIKE	138 (64.79%)	20 (31.25%)
DISPUTE	64*(30.05%)	32 (50.00%)
OTHER	11 (5.16%)	12 (18.75%)
TOTAL	213 (100.00%)	64 (100.00%)

* 2 "pick-ups"

APPROACH	OFFENCE TYPE: RAPE
"PICKED-UP" ON STREET	-
ACCOMPANIED OFFENDER FROM PARTY/BAR	-
VICTIM & OFFENDER TOGETHER FOR SOCIAL REASONS	2 (25.00%)
OPENED DOOR TO OFFENDER	-
UNEXPECTED STRIKE	
PUBLIC PLACE	4 (50.00%)
FORCED ENTRY INTO HOME	2 (25.00%)
TOTAL	8 (100.00%)

WOMEN

APPROACH	OFFENCE TYPE: INDECENT ASSAULT[1]
"PICKED-UP ON STREET", BAR/PARTY	11 (9.91%)
VICTIM & OFFENDER TOGETHER FOR SOCIAL REASONS	17 (15.32%)
"PICK-UP" PURPOSES OF PROSTITUTION	2 (1.80%)
UNEXPECTED STRIKE	
PUBLIC PLACE	77 (69.37%)
FORCED ENTRY (BREAK-IN)	4 (3.60%)
TOTAL	111 (100.00%)

APPROACH	OFFENCE TYPE: ASSAULT CAUSING BODILY HARM[1]
UNEXPECTED STRIKE	27 (19.42%)
DISPUTE	92 (66.19%)
OTHER	20 (14.39%)
TOTAL	139 (100.00%)

1. Sample of one in five.

WOMEN

APPROACH	OFFENCE TYPE: PURSE SNATCH[1]	OFFENCE TYPE: ATTEMPT PURSE SNATCH
UNEXPECTED STRIKE		
OFFENDER APPROACHED VICTIM FROM BEHIND	38 (56.72%)	28 (53.85%)
OFFENDER CAME TOWARD VICTIM	15 (22.39%)	14 (26.92%)
OFFENDER STARTED CONVERSATION WITH VICTIM	4 (5.97%)	6 (11.54%)
OFFENDER IN ENCLOSED AREA WITH VICTIM	5 (7.46%)	2 (3.85%)
OTHER	5*(7.46%)	**2 (3.85%)
UNKNOWN	-	-
TOTAL	67 (100.00%)	52 (100.00%)

* Purse Snatch: 2 suspect in car
2 suspect on bicycle
1 victim "picked-up" suspect

** Attempt Purse Snatch:
2 offenders on bicycle

1. Sample of one in five.

WOMEN

	OFFENCE TYPE	
APPROACH	RAPE	ATTEMPT RAPE
"PICKED-UP" ON STREET	15 (13.16%)	4 (12.50%)
ACCOMPANIED OFFENDER FROM PARTY/BAR	12 (10.53%)	1 (3.13%)
VICTIM & OFFENDER TOGETHER FOR SOCIAL REASONS	30 (26.32%)	3 (9.38%)
OPENED DOOR TO OFFENDER	5 (4.39%)	2 (6.25%)
UNEXPECTED STRIKE		
PUBLIC PLACE (RUNNING/ JOGGING, WALKING)	38 (33.33%)	15 (46.88%)
FORCED ENTRY INTO HOME	14 (12.28%)	7 (21.88%)
TOTAL	114 (100.00%)	32 (100.00%)

HIGHLIGHTS

No particular patrol area appeared a "hot spot" for violence against women and children.

BOYS: In 77.19% of cases no weapon was used.

Assault Bodily Harm - 32.45% occurred on street
- 33.11% occurred between noon and 4p.m.
- average age of victim was 12.46 years
- 47.02% of cases the alleged offender was a STRANGER

Indecent Assault on a Male - 40.35% occurred in the apartment/home living area
- 36.84% occurred between 4p.m. and 9p.m.
- average age of victim was 9.09 years
- 45.61% of cases alleged offender was a stranger

GIRLS: In 90.82% of cases no weapon was used

Assault Causing Bodily Harm - 23.44% occurred on the street and 21.88% occurred in the schools
- 29.69% occurred between noon and 4p.m.
- average age of victim was 11.89 years
- 21.88% cases alleged offender was a stranger

Indecent Assault on a Female - 29.11% occurred in the apartment living area and 22.54% occurred in an apartment area other than the actual living area
- 25.35% occurred between noon and 4p.m. and 20.66% occurred between 6p.m. - 9p.m.
- average age of the victim was 10.58 years
- 49.77% of cases, alleged offender was a stranger

WOMEN: In 83.59% of cases no weapon was used

Assault Causing Bodily Harm - 39.51% occurred in the apartment living area
- 23.42% occurred between midnight and 3a.m.
- average age of victim was 29.12 years
- 25.18% of cases alleged offender was a stranger

Indecent Assault on a Female - 29.55% occurred on the street
- average age of victim was 25.20 years
- 72.97% of cases sampled, alleged offender was a stranger

Purse Snatch - 67.07% occurred on the street
- 24.85% occurred between 6p.m. - 9p.m. and 24.25% occurred between 9p.m. - midnight
- average age of victim was 48.09 years
- all cases alleged offender was a stranger

Rape - 41.23% of cases occurred in the apartment living area
- 37.72% occurred between midnight and 3a.m.
- average age of victim was 26.06 years
- 55.26% of cases alleged offender was a stranger

Appendix

Premise Type Codes

Group	Data Codes	Description
Street	0000,8000 8001, 8010, 8011	alley, laneway, street or sidewalk, auto and trucks on street or laneway
Vacant Lots	0025	vacant lot, fields, ravine
Islands	0100,0150 0200	lake, river, Toronto Islands
Underpass	0250, 0300 0400	tunnels & sewers, viaduct or bridge, walkway pedestrian tunnel, underpass, footbridge
Garages	0450, 3630 0455, 8020 8021 8030 - 8091	parking lots, parking garages (above & underground) underground garages, auto & trucks on supervised parking lots & garages, auto and trucks on dealer & leasing lots, plaza lots & garages, private garages, driveways, apt/cond/townhouse lots, apt/cond/townhouse underground garages, service stations
Office Buildings	0500 - 0650	banks
	0700 - 0780	financial institutions & trust companies
	0790 - 0980	financial institutions & trust companies
	1600 - 1800	charitable organizations
	2100 - 2300	communications, T.V., radio, newspaper
	2310 - 2350	communications, T.V., radio, newspaper
	2370 - 2460	utility companies
	4000 - 4450	medical offices
	4500 - 4960	offices
	5000 - 5100	municipal properties
	5160 - 5194	Toronto Harbour Com., Childrens Aid Society
	5190	other City or Metro property
	5200 - 5260	Provincial properties
	5300 - 5340	Federal properties
	5400 - 5430	political organizations
	5500 - 5850	reform properties
	6000 - 6400	religious properties
Bars	2500 - 2505	after hours clubs, bars, night clubs
C.N.E.	1550	Harbourfront
	1000 - 1400	Ontario Place & C.N.E.
	2530	CN Tower
Stadiums	1500, 2858	C.N.E. Stadium, Varsity Stadium
	2860, 2780	Lamport Stadium, Maple Leaf Gardens

Premise Type Codes

Group	Data Codes	Description
Entertainment	2510, 2520	Art Galleries & Stores, Burlesque Theatre
	2540 - 2680	Entertainment & Sports areas
	2690 - 2770	Entertainment & Sports areas
	2800 - 2850	Entertainment & Sports areas
	2870, 2880	Race tracks, tennis courts
	5140	Recreation & Community Centres
Apartment/Home Living Area	3500	Living quarters – apt. triplex, duplex, condo, etc.
	3700	Living quarters – house, basement apart, flat, etc.
Other Apartment Areas	3510 - 3620	Other areas of apt., triplex, etc.
	3720 - 3790	Other areas of house, etc.
	3640	Vacant apartments
Stores	3000 - 3060	beverage companies
	3100 - 3170	supermarkets
	3200 - 3295	food wholesalers & stores
	3300 - 3370	food outlets
	3400 - 3450	jug milk stores
	7000 - 7080	clothing stores & manufacturers
	7100 - 7380	department stores
	7420 - 7490	discount stores
	7500 - 7560	drug stores
	7600 - 7660	five and ten cent stores
	7705 - 7815	other stores and businesses
	7825 - 7850	jewellery, watch makers and repairs
	7855 - 7899	jewellery, watch makers and repairs
	9550	plaza or mall property
Construction	9010	construction sites & wrecking projects
	9750	warehouse
Group Homes	3795 - 3890	group homes, etc.
Hotels	3900 - 3980	Hotels, motels
Beaches and Parks	5120 - 5125	Public beaches, parks, pools (building & property)
	5170	Zoos
Transit Cars	8280	Bus (T.T.C., Greycoach)
	8640	Streetcars
	8660	Subway
	8670	Taxi

Premise Type Codes

Group	Data Codes	Description
Bus Stations	8705	Bus shelters & stops
	8725	GO Stations
	8733	Union Station
	8745	Subway Station
	8710	Bus Station
	8712	T.T.C. car barns, loops, offices, stations
Schools	6500 - 6950	Business, Trade or Technical Schools, Community Colleges, Public Schools, Separate Schools, Universities
School Bus	8300	
Other	0050, 8200	Garbage dumps, airplane
	8220, 8240	Ambulance, bicycle
	8260, 8290	Boats, Bus – other than T.T.C.
	8320 - 8620	Other vehicles
	8680, 8700	Trailers, airport or airline office
	8715, 8720	CN & CP offices, docks
	8730, 8735	Marinas, railway shed & depots
	8740, 8755	Other railway property, taxi offices & garages
	8760	Travel Bureau
	8800 - 8930	Transportation Services
	9000, 9200	Banquet halls, barns & farms
	9350, 9450	Manufacturing firms, pigeon/chicken coops
	9650	statues, monuments (not in cemetary)

Means or Weapon Codes

Group	Data Codes	Description
Cutting, Razor, Bottles	C	Cutting, Razor, Bottles
Knives	KN	Knives only
Chains	CC	any chain used as a weapon
Ether	E	Ether or Chloroform
Gun	GA, GB, GF GM, GP, GR, GS, GT	airgun, air rifle, air pistol, starters pistol, flare gun, machine gun, hand gun, rifle, shotgun, toy gun
No Gun Seen	N, NN	pretends to have a gun, illegal self-defense weapon
Rock, Brick, Bottle	R	Rock, Brick, Bottle, etc.
Hiding	S	Secreted inside dwelling, etc.
Poses as Police Officer	760	
Poses as Fireman	761	
Poses as Doctor	762	
No Weapon Used	blank	
Other	remaining codes	All other potential weapons

HOW YOU CAN HELP

TASK FORCE ON PUBLIC VIOLENCE AGAINST WOMEN AND CHILDREN
MARCH, 1984

A great deal of work has been done over the past eighteen months by the Task Force on Public Violence Against Women and Children on issues which directly impact on the quality of life in this city. Metropolitan Toronto is still a basically safe environment for all its citizens but one cannot afford to remain passive and simply hope for the best. Just as it was public outrage and pressure which brought the Task Force into existence, it will be continued public support which will assist with the implementation of the Task Force recommendations.

The recommendations of the Task Force cover a broad range of issues which fall within the jurisdictions of three levels of government. Many of these issues are currently being reviewed at either the provincial or federal level. For example, the emergence of the Fraser Committee on Pornography and Prostitution suggests a willingness on the part of the federal government to review changes to the Criminal Code. The provincial government has also sponsored surveys related to pornography in an attempt to develop a concensus on community standards. To the extent that these initiatives exist, one should be encouraged to the potential for action by all levels of government. However, intentions do not necessarily translate into public policy. **Governments do not move unless they are pushed.**

The recommendations of the Task Force are extremely ambitious in their scope and will not be realized solely on the strength of presentations to government committees. **It is extremely important that grassroots organizations, community groups, and concerned individuals voice their concerns and support proposals for change. It is only in this manner that governments can judge the strength of the public desire for change and respond to the public will.**

The enclosed information is designed to provide readers with a straightforward and accurate guide to those government officials who can effect change on specific issues. This lobbying kit should be used in two ways: first, as a directory together with the more complete Executive Summary contained in the Task Force report; second, on its own, as a guide to those particular issues which require public pressure.

Organizations and individuals wishing to express their support for specific recommendations should write to the appropriate government office and send a copy of the letter to their provincial and federal elected representatives, asking for a reply. The addresses of Metropolitan Toronto M.P.'s and M.P.P.'s are enclosed. **Please note that no postage is required on letters addressed to Members of Parliament.**

If you agree with the recommendations contained in the Task Force report, make your views known to the government. Your participation is needed.

MUNICIPAL

A) Committee on Violence

The Task Force report calls for the creation of a Metropolitan Committee on Violence Against Women and Children which would function, in part, to undertake ongoing work in the areas of public education, support services and law reform.

The responsibility for the funding of this committee rests with Metropolitan Council and the Metropolitan Toronto Police Commission. The Task Force has deferred discussion on this section of the report until later in the Spring. We will notify you when the need arises to demonstrate support for the Committee.

B) Public Education

The school boards of Metropolitan Toronto are responsible for the implementation of recommendations 1-9 of the Sub-Committee on Public Education.

In the past eighteen months, the Task Force has requested input from organizations which are in any way involved with the recommendations as contained in the draft report. Most organizations submitted a written response with one notable exception: despite two written requests, not a single school board in Metropolitan Toronto replied. In view of the strong response obtained by every other sector, this silence is extremely disappointing.

Enclosed you will find the addresses of the Directors and Chairpersons of the respective Boards of Education.

C) Police Force

Recommendations pertaining to the Police Force have been reviewed by a working committee from within the Force and have been accepted by the Police Commission, with the exception of the recommendation suggesting that police officers wear name tags. The follow-up monitoring of the recommendations will be one of the ongoing tasks of the Metropolitan Toronto Committee on Violence Against Women and Children.

PROVINCIAL

A) Sexual Assault Treatment Centres

The Task Force has recommended the creation of five Sexual Assault Treatment Centres to correspond with each of the five Police Districts in Metropolitan Toronto. Women's College Hospital is the downtown representative hospital and will be opening its clinic on April 10th. The other four sites have yet to be determined. The Metro Police support this initiative, yet final approval rests with the provincial government and the individual hospital's Board of Directors. To demonstrate your support on these issues, write to:

Hon. Roy McMurtry Q.C.
Attorney General
18th Floor
165 King St. E.
Toronto, Ontario

Hon. Keith Norton Q.C.
Minister of Health
10th Floor
Hepburn Block
Toronto, Ontario

B) Funding For Crisis Centres

The main funding for Community Crisis Centres comes from the provincial government.

Contact: Hon. Susan Fish
Minister of Citizenship and Culture
2nd Floor, 165 Bloor St. E.
Toronto, Ontario M4W 1C8

Hon. Frank Drea
Minister of Community & Social Services
2800 Eglinton Avenue East
Scarborough, Ontario M1J 2C9

C) Revisions to the Municipal Act

The Task Force report recommends that Section 222 of the Municipal Act be revised in order to allow municipalities to effectively regulate pornography within their own boundaries.

Hon. Claude Bennett
Minister of Municipal Affairs and Housing
Fourth Floor, Hearst Block
Queens Park
Toronto, Ontario

PROVINCIAL

D) Ontario Censor Board

The ability of the Ontario Censor Board to make cuts to films applying for commercial distribution is currently being challenged in the courts.

The position of the Task Force is clear: that as an interim measure the Ontario Censor Board should have the power to censor films which advocate violence against people.

In view of the possibility that the court proceedings will eliminate the ability of the Ontario Censor Board to make cuts, it is essential that the provincial body having responsibility in this area realizes the need to pass new legislation immediately.

Write to: Hon. Robert Elgie M.D.
Minister of Consumer & Corporate Relations
9th Floor, 555 Yonge St.
Toronto, Ontario

E) Victim/Witness Support Programs

The Ministry of the Attorney General is responsible for the funding of what have been very successful pilot programs designed to assist victims and witnesses through the court process. It is the position of the Task Force that funding should be extended to enlarge the scope of these programs.

Hon. Roy McMurtry Q.C.
Attorney General
18th Floor, 18 King St. E.
Toronto, Ontario

Note: Any letters or petitions sent on issues falling under provincial jurisdiction should also be sent to Robert Welch, Minister Responsible for Women's Issues.

Hon. Robert Welch
Deputy Premier & Minister Responsible For Women's Issues
Main Legislative Building
Room 180, Queens Park
Toronto, Ontario
M7A 1A2

FEDERAL

A) Pornography Definitions

The Task Force recommends that Section 159 of the Criminal Code be repealed and replaced by definitions of "pornography" and "child pornography".

The federal ministers involved in this area are:

Hon. Mark MacGuigan
Minister of Justice
House of Commons
Ottawa, Ontario
K1A 0A6

Hon. Robert Kaplan
Solicitor General
House of Commons
Ottawa, Ontario
K1A 0A6

B) Broadcasting Act

The federal agencies responsible for amendments to the Television Broadcasting Regulations of the Broadcasting Act are the CRTC and the Ministry of Communications.

Andre Bureau - Chairman
CRTC
Ottawa, Ontario
K1A ON2

Hon. Francis Fox
Minister of Communications
House of Commons
Ottawa, Ontario
K1A 0A6

Note: Any letters or petitions written on issues under federal jurisdiction should also be sent to the Minister Responsible for the Status of Women:

Hon. Judy Erola
Minister Responsible for the Status of Women
House of Commons
Ottawa, Ontario
K1A 0A6

If you support the total Task Force Report you may wish to sign the forms on the following page and mail them to Bob Welch at Queens Park and to Judy Erola in Ottawa, postage free.

Hon. Robert Welch
Deputy Premier and Minister
Responsible For Women's Issues
Main Legislative Building
Room 180, Queens Park
Toronto, Ontario
M7A 1A2

Dear Mr. Minister,

I support the implementation of the Recommendations contained in the final report of the Task Force on Public Violence against Women and Children.

Please undertake to advocate the implementation of these recommendations with your appropriate cabinet colleagues.

Signed: Name _____

Address _____

_____

Hon. Judy Erola
Minister Responsible For The Status of Women
House of Commons
Ottawa, Ontario
K1A 1A6

Dear Madam Minister,

I support the implementation of the Recommendations contained in the final report of the Task Force on Public Violence against Women and Children.

Please undertake to advocate the implementation of these recommendations with your appropriate cabinet colleagues.

Signed: Name _____

Address _____

_____

METROPOLITAN TORONTO AREA MEMBERS OF PROVINCIAL PARLIAMENT

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Armourdale
4866A Yonge Street
Willowdale, Ontario
M2N 5N2

Marion Bryden, M.P.P.
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Toronto, Ontario
M4C 1J9

Ross McClellan, M.P.P.
Bellwoods
Room 227, North Wing
Queens Park
M7A 1A2

Hon. Dennis Timbrell, M.P.P.
Don Mills
Minister of Agriculture & Food
11th Floor, 801 Bay St.
Queens Park
M7A 1A3

Tony Lupusella, M.P.P.
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107 College St.
Toronto, Ontario
M6H 1B4

Odoardo DiSanto, M.P.P.
Downsview
Room 213, North Wing
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M4P 2H6

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111 Albion Road, Suite 3-G
Rexdale, Ontario
M9V 1A9

Yuri Shymko, M.P.P.
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Al Kolyn, M.P.P.
Lakeshore
Room 420, Legislative Building
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Tony Grande, M.P.P.
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John Williams, M.P.P.
Oriole
Room 467, East Wing
Legislative Building
Queens Park, M7A 1A2

Tony Ruprecht, M.P.P.
Parkdale
Room 416, North Wing
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Larry Grossman, M.P.P.
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350 College St.
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Margaret Scrivener, M.P.P.
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Room 172, Legislative Building
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Hon. Susan Fish, M.P.P.
St. George
165 Bloor St. E.
2nd Floor
M4W 1C8

Frank Drea, M.P.P.
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Elane Plaza
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M1J 2C9

Margaret Birch, M.P.P.
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